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ABSTRACT

This document is a report on the proceedings of the 1973 American Federation of Teachers-Quality Educational Standards in Teaching (AFT-QuEST) consortium sponsored by the AFT. Included in this document are the texts of speeches and outlines of workshops and iscussions. The document is divided into the following sections: goals, major proposals, QuEST forums, international advisory reports, special interest group reports, status reports, submitted papers, QuEST songs '73, and future programs. An outline of consortium activities is included. Among topics considered at the consortium were the following: Christopher Jencks' book "On Inequality," the National Institute of Edication and its effect on teachers, the federal government and education, teacher evaluation, and the role of business and industry in education. (JA)

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AFT-QuEST
Consortium Yearbook

PROCEEDINGS
of the
AFT-QuEST Consortium

APRIL 22-26, 1973

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AMERICAN FEDERATION OF TEACHERS
AFL-CIO
1012 FOURTEENTH STREET, N.W.
WASHINGTON, D.C. 20005

The AFT-QuEST Consortium Concept

"What I have in mind is an 'educational policy convention' where several hundred delegates from all over the nation would gather to discuss matters of *educational policy* only. Its standing, of course, would be *advisory;* its purpose primarily *exploratory*. I think, however, you can readily see the value of such a meeting. Some of our members are interested primarily in improving the quality of education and they have little or no interest in AFT internal politics or other aspects of teacher unionism. The national QuEST Consortium on educational policy should become an annual meeting, the only thing of its kind: a time and place where teachers meet for the sole purpose of considering professional problems."

AFT President
DAVID SELDEN

Education and Research Committee of the
AFT Executive Council

Patrick Daly, *Chairman*
Hugo Dennis, Jr.
Vivian Gallagher
Phyllis Hutchinson
Robert Johnson
Barry Noack
Walter Tice

AFT Educational Research Department

Dr. Robert Bhaerman, *Director*
Marilyn Rauth, *Assistant Director*

PREFACE

The selections from the speeches and discussions included in the Second Annual QuEST Yearbook give a good indication of the liveliness and depth of debate at the 1973 Consortium. The yearbook presents an amalgam of the thinking of practitioners and scholars in education. It is a unique source book which will find its place in educational libraries throughout the nation.

I want to pay particular tribute to Dr. Robert Bhaerman, Director of Educational Research, and his assistant, Marilyn Rauth. They put in untold hours of effort above and beyond the call of duty in order to make the second Consortium a success and to produce this yearbook.

DAVID SELDEN
President, American Federation of Teachers
May 31, 1973

THE PROGRAM

THE AFT-QuEST CONSORTIUM
APRIL 22-26, 1973

Sunday, April 22nd	
7:00 p.m. to 9:30 p.m.	—*Informal Reception*
	National QuEST Day
Monday, April 23rd	
10:00 a.m. to 12 noon	—*General Session*
10:00 a.m.	—"A QuEST Call to Action," Dr. Robert Bhaerman, AFT Director of Educational Research "The AFT QuEST for Better Education," David Selden, AFT President "Comments on the Educational Scene," Dr. Duane Mattheis, Deputy Commissioner for School Systems, United States Office of Education "Report on QuEST Consortium '72 and Expectations for Consortium '73," Patrick Daly, Chairman, Education and Research Committee, AFT Executive Council
11:00 a.m.	—"The Challenge to *Our* Union," Dr. Vernon Haubrich, Professor of Education, University of Wisconsin at Madison, Local 223
12 noon to 2:00 p.m.	—The John Dewey Society Presentation: "Resistance to Bureaucracy: Ends and Means in Teacher Organization," Dr. Barbara Arnstine, California State University at Sacramento and Dr. Donald Arnstine, University of California at Davis, past-president of the John Dewey Society
2:15 p.m. to 4:15 p.m.	—*Issue Group Workshops*—focusing on the major problems and questions

Session	*AFT Group Leaders*	*Second Resource Person*	*Recorders*
1. *Teacher* evaluation systems	*Ms. Trudy Johnson* Portland, Oregon Local 111	Dr. Donald Musella The Ontario Institute for Studies in Education	Ms. June Wells Local 1962 Denver
2. Student evaluation systems	Mr. John Elwell Washington, D.C. Local 6	Dr. Rodney Napier College of Education, Temple University	Dr. Earl Bradley Local 400 Pittsburgh
3. Teacher Centers, issues of governance and control	Ms. Marilyn Rauth Dept. of Education Research, AFT	Dr. Stephen K. Bailey Institute for Educational Leadership, George Washington University	Ms. Ruth Weingarten Local 2 New York City
4. Para-professionals: instructional responsibilities	Ms. Velma Hill United Federation of Teachers, Local 2	Ms. Susan Ginsberg Bank Street College of Education	Mr. Ed Woodruff Local 400 Pittsburgh
5. Career Education	Mr. Glendis Hambrick Chicago Teachers Union, Local 1	Dr. Robert Worthington Associate Commissioner of Education, Bureau of Adult, Vocational, and Technical	Mr. Pat Manning Local 1493 San Mateo, Calif.

Session	*AFT Group Leaders*	*Second Resource Persons*	*Recorders*
		Education, U.S. Office of Education	
6. Behavioral objectives and the curriculum areas	Mr. Miles Myers Senior Vice President, California Federation of Teachers	Dr. E. Gil Boyer Research for Better Schools, Philadelphia, Penna.	Ms. Doris Countess Local 340 Baltimore
7. Classroom discipline and student rights	Mr. Paul Francis Pittsburgh, Penna. Local 400	Dr. William C. Kvaraceus Chairman, Department of Education, Clark University	Ms. Joan Goldman Local 1423 Hayward, Calif.
8. Curriculum in women studies	Ms. Virginia Mulrooney Los Angeles College Guild, Local 1521	Dr. Charlotte Croman Manhattan Community College New York City	Ms. Nancy Kaye Local 2144 Macomb, Mich.
9. Early Childhood Education: teaching the 2 to 8 year olds	Ms. Cheryl White Montgomery County (Md.) Federation of Teachers, Local 1670	Dr. Esther Kresh Office of Child Development (HEW)	Ms. Patricia Houlihan Local 958 Providence
10. Teaching the basic skills of elementary school reading	Ms. Mary Smith Gary Teachers Union Local 4	Dr. Edmund Henderson Director, McGuffey Reading Center, University of Virginia (On Tuesday only: Mr. Norman Odza, UFT, Local 2)	Ms. Viola Galpert Local 1018 Hartford
11. Secondary school reading programs	Ms. Patricia Priore Cincinnati Teachers Union, Local 1520	Dr. Paul Leedy Department of Education, American University	Ms. Ethel Stein Local 2 New York City

4:30 p.m. to 6:00 p.m. —*Interest Group Workshops*—focusing on the major problems and questions

Session	*AFT Group Leaders*
1. Special education	Ms. Nancy Kaye, Macomb, Mich. Intermediate Federation of Teachers, Local 2144
2. Guidance Counselors	Ms. Patricia Paget and Ms. Alice Bishop AFT National Committee on Guidance Counselors, Detroit Federation of Teachers, Local 231
3. Higher education/community colleges	Mr. John Kirk and Mr. Patrick Manning, San Mateo, Calif. Community College Federation of Teachers, Local 1493
4. Library-media	Ms. Sylvia Mendlow and Mr. Irving Morris UFT Library-Media Committee, Local 2
5. Junior high school/middle school	Mr. Sol Levine UFT Vice President, Junior High Schools, Local 2
6. Women's Rights	Ms. Marjorie Stern, Chairperson AFT Women's Rights Committee
7. Bilingual education	Ms. Doris Countess Baltimore Teachers Union, Local 340

Session	*AFT Group Leaders*
	Special resource person: Ms. Sue Eisenberg, formerly of Local 1401, Plainview-Old Bethpage, New York
Special feature: *Teacher Works, Inc.:* "A center for teachers to share and exchange ideas through teacher works in a box"	Ms. Trudy Johnson and Mr. David Mesirow Portland, Oregon, Local 111

8:00 p.m. to 10:00 p.m. —*General Session*
QuEST Forum: "The Role of Business and Industry in Education"
Moderator: David Selden, AFT President
Panel: Mr. Charles Blaschke, President, Educational Turnkey Systems, Inc.
Dr. Allen Calvin, Chairman of the Board, Behavioral Research Laboratories
Mr. George Fischer, Chairman of the Board, Educational Facilities Center
Dr. John Sessions, Assistant Director, Department of Education, AFL-CIO

Tuesday, April 24th State QuEST Day
8:00 a.m. to 8:45 a.m. —*Pre-Session:* "Coffee with . . ." Mr. William Pierce, Child Welfare League of America. Discussion of child welfare legislation.
9:00 a.m. to 10:45 a.m. —1. "*What's Happening with . . .*" (Status report and discussion)

Session	*AFT Group Leaders*
1. The "Compensatory Education" Program in Michigan	Mr. Henry Linne, President Michigan State Federation of Teachers
2. The Stull Act (on tenure and accountability) in California	Mr. Raoul Teilhet, President, California Federation of Teachers
3. The Educational Accountability Act in Colorado	Mr. Harley Hiscox, President, Colorado Federation of Teachers
4. The Fleischmann Report in New York	Mr. Thomas Hobart, President, New York State United Teachers
5. Performance-based teacher education and certification . . . in several states	Ms. Gloria Weinman (session chairperson) New York State United Teachers Mr. Gerald Huegel, President, Florida Federation of Teachers Mr. Charles Iannello, President, Arizona Federation of Teachers
Teachers *and* the State Education Department	Dr. Wallace Maurer, Bureau of Teacher Education, Pennsylvania State Education Department. AFT Local 2382.
7. Academic Freedom and College Tenure	Dr. Robert R. Sherman, University of Florida, Florida Federation of Teachers, Local 1880

Session	*AFT Group Leaders*
8. Individually Guided Instruction and the multi-unit school	Dr. Herbert J. Klausmeier, Henmon Professor of Educational Psychology, The Wisconsin R and D Center for Cognitive Learning, University of Wisconsin
9. Criterion-referenced measures for certification	Dr. Richard Majetic, Program Director, National Teacher Examination, Educational Testing Service
10. Aid to non-public schools: the major issues	Mr. Edd Doerr, Editor, *Church and State*
11. Educational "malpractice": in legal defense of instructional practice	Mr. Gary Saretsky, Research Associate, *Phi Delta Kappan*
12. Educational Technology: new classroom approaches	Mr. William Darrall, Niagara Falls Teachers, New York State United Teachers

11:00 a.m. to 12 noon	—State QuEST Programs. Discussion of how to establish State QuEST Programs. *Moderator:* Mr. Barry Noack, AFT Vice President, Robbinsdale, Minnesota *Participants:* Mr. Raoul Teilhet—California QuEST Council Mr. Harley Hiscox—Colorado QuEST Council
12:00 noon to 2:00 p.m.	—Educational Film Festival.
2:15 p.m. to 4:15 p.m.	—*Issue Group Workshops*—(continued)—focusing on the suggested solutions to the problems which were identified on Monday. Discussion will center upon possible action programs for state and local AFT unions.
4:30 p.m. to 6:00 p.m.	—*Interest Group Workshops*—same purpose and format as above.
8:00 p.m. to 10:00 p.m.	—*General Session* *QuEST Forum: "On Inequality:* A discussion of Christopher Jencks' book" *Moderator:* Mr. Raoul Teilhet, President, California Federation of Teachers *Presentation:* Dr. Mary Jo Bane, Center for the Study of Public Policy and co-author of *Inequality* *Respondents:* Dr. Vernon Haubrich, Professor of Education, University of Wisconsin Dean Milton Schwebel, Graduate School of Education, Rutgers—The State University Dr. Edward Simpkins, Director, Center for Black Studies, Wayne State University
Wednesday, April 25th	Local QuEST Day
8:00 a.m. to 8:45 a.m.	—*Pre-Session:* "Breakfast with . . ." Mr. Simon Beagle, Chairman, National Council for Effective Schools. Discussion of new COMPAS approaches.
9:00 a.m. to 9:50 a.m.	—"What's Happening with . . ." (Status report and discussion) (Sessions repeated from 10:00 to 10:50 a.m.)

Session	*AFT Group Leaders*
1. The "Incentive Program" in Dade County, Florida	Mr. Lucian Bledsoe, Dade Federation of Teachers, Local 1875
2. The Accountability Plan in New York City	Mr. Abe Levine, UFT, Local 2
3. Voucher programs: on-going in Alum Rock, California; gone in Rochester, New York; and beginning in New Rochelle	Mr. and Ms. Edwin Gehrhardt, East San Jose Federation of Teachers, Local 2102, co-chairpersons; Mr. Charles Santelli, New York State United Teachers; Mr. Tom Mullen, New Rochelle, N.Y., Local 280
4. The Banneker performance-contract: RIP	Ms. Sandra Irons, Gary Teachers Union, Local 4
5. Alternative schools: especially The City-As-School in New York City	Mr. Fred Koury, UFT, Local 2 (Director of City-As-School project)
6. The Open Classroom in New York City	Mr. Si Beagle, UFT, Local 2
7. The Year Round School in Lockport, Illinois	Mr. James Sczepaniak, Lockport Township Federation of Teachers, Local 1291
8. "Accountability and Humanism" at the University of Florida	Dr. Sam Andrews, University of Florida, Florida Federation of Teachers, Local 1880
9. (A) Teacher Negotiated In-Service Training and (B) Teacher-Evaluates-Teachers project—in Duluth, Minnesota	Joint report: Tom Bennett, Eugene Berg, Angeline McNamara, Dale Rapp, and Don Soderberg (former president), Local 692
10. Student alienation in Cheyenne, Wyoming	Mr. Sydney Spiegel, Cheyenne Federation of Teachers, Local 366
11. The "Competitive Partnership" project in Washington, D.C.: is it performance contracting without the contract?	Ms. Barbara Bullock, Washington Teachers Union, Local 6
12. Free Schools in San Diego	Dr. David Strom, San Diego State College, United Professor of California, Local 1407

11:00 a.m. to 12 noon —Local QuEST Programs. Discussion of how to establish Local QuEST programs.

Moderator: Mr. Robert Johnson, AFT Vice President, Granite City, Illinois

Participants: Ms. Ray Frankel—United Federation of Teachers, Local 2

Mr. Paul Francis—Pittsburgh Federation of Teachers, Local 400

Mr. Terry Rowan—Farmingdale Classroom Teachers Association, Local 1889

12 noon to 2:00 p.m. —Educational Film Festival.

2:15 to 4:30 p.m. —*General Session*

Moderator: Mr. Patrick Daly, AFT Vice President, Dearborn, Michigan

Oral Reports from the Issue Group Workshop chairpersons, followed by a very important open discussion—rap session—on the suggested action programs.

Free Night on Wednesday . . . or for those who wish to stay "at home," Educational Film Festival—

Thursday, April 26th "Feds" Day

8:00 a.m. to 8:45 a.m. —*Pre-session:* "Buns with . . ." Dr. Thomas Carter, Director, Southeast Division, National Center for the Improvement of Educational Systems/USOE. Discussion of USOE support of in-service teacher education programs.

9:00 a.m. to 10:15 a.m. —"What's Happening with . . ." (Status report and discussion)

Session	*AFT Group Leaders*
1. OEO's educational programs	Mr. Dennis Doyle and Mr. Charles Stalford, OEO staff
2. New USOE approaches (including Competency-based teacher education)	Dr. Allen Schmieder, Chief Operations Coordinator, NCIES/USOE
3. Title I ESEA	Dr. Richard Fairley, Director, Division of Compensatory Education, Bureau of Elementary and Secondary Education/USOE
4. The Federal Government and Higher Education	Dr. Donald Deppe, Bureau of Higher Education/USOE
5. Educational Technology programs	Dr. Michael Neben, National Center for Educational Technology, USOE
6. Teacher Corps	Dr. James Steffensen, Teacher Corps/USOE
7. USOE's Parent Education project	Dr. W. Stanley Kruger, Chief, Program Development Staff, Bureau of Elementary and Secondary Education/USOE

10:30 a.m. to 12 noon —*General Session*

10:30 a.m. to 11:30 a.m. —QuEST *Seminar*—The National Institute of Education: How will it affect teachers?"

Moderator: Ms. Vivian Gallagher, AFT Vice President, Chicago, Illinois

Presentation: Dr. Thomas Glennan, Jr., Director, National Institute of Education.

Teacher Respondents: Ms. Betty Nyangoni, Howard University; member of Local 189

Ms. June Wells, District 12 Federation of Teachers, Denver, Colorado, Local 1962

Mr. Doug Wilson, Folsom-Cordova Federation of Teachers, Sacramento, California, Local 1891.

11:30 a.m. to 12 noon —*QuEST Presentation*—"An AFT Alternative: The New *COMPAS* Program."

Simon Beagle, Chairman, National Council for Effective Schools

12 noon to 2:30 p.m. —*Luncheon Session*

Moderator: Mr. Carl Megel, Director, AFT Department of Legislation

Round-table discussion: Dr. Samuel Halperin, Director, Educational Staff Seminar, Institute for Educational Leadership, George Washington University (major presentation)

Comments: Mr. William Simons, President, Washington Teachers Union, Local 6

Ms. Sandra Irons, President, Gary Teachers Union, Local 4

Mr. David Selden, AFT President

3:00 p.m. to 5:00 p.m. —Meeting of AFT-QuEST Advisory Committee.

TABLE OF CONTENTS

THE GOALS

Page

The Continuing Goals of the AFT-QuEST Consortium 2
Structure of the AFT-QuEST Programs 3
A QuEST Call to Action ....Dr. Robert Bhaerman 4
The AFT QuEST for Better Education.......................David Selden 6
Report on QuEST Consortium '72 and Expectations for Consortium '73
....Patrick Daly 7

THE MAJOR PROPOSALS

The Challenge for *Our* Union ....Dr. Vernon Haubrich 12
An AFT Alternative: The New COMPAS Program.......Simon Beagle 22

THE MAJOR SPEECHES

Comments on the Educational Scene.............Dr. Duane J. Mattheis 28
The John Dewey Society Presentation—Resistance to Bureaucracy:
Ends and Means in Teacher Organization..Dr. Donald Arnstine and
Dr. Barbara Arnstine..................... 30
The Federal Government and Education...........Dr. Samuel Halperin 40

THE QuEST FORUMS

The Role of Business and Industry in Education 48
On *Inequality:* A Discussion of Christopher Jencks' Book.............. 63
The National Institute of Education: How Will It Affect Teachers? 90

INFORMATIONAL AND ADVISORY REPORTS

Teacher Evaluation Systems.. 104
Student Evaluation Systems 106
Teacher Centers: Issues of Governance and Control 109
Para-professionals: Instructional Responsibilities 112
Career Education 113
Behavioral Objectives and the Curriculum Areas.......................... 114
Classroom Discipline and Student Rights.................................. 117
Curriculum in Women's Studies... 118
Early Childhood Education 120
Teaching the Basic Skills of Elementary School Reading................. 122
Secondary School Reading Programs 125

SPECIAL INTEREST GROUP REPORTS

Page

Special Education 129
Guidance Counselors 131
Higher Education/Community Colleges 131
Library-Media 133
Junior High School/Middle School 135
Women's Rights 137
Bilingual Education 139
The "Teacher Works, Inc." 140

THE STATUS REPORTS: What's Happening With . . .

The "Compensatory Education" Program in Michigan 145
The Stull Act in California 147
The Educational Accountability Act in Colorado 151
The Fleischmann Report in New York 153
Performance-based Teacher Education and Certification in Several States 154
Teachers *and* the State Education Department 160
Academic Freedom and College Tenure 162
Individually Guided Education and the Multi-unit School 165
Criterion-referenced Measures for Certification 167
Aid to Non-public Schools: The Major Issues 169
Educational "Malpractice": In Legal Defense of Instructional Practice 176
Educational Technology: Some Warnings 180
The "Incentive Program" in Dade County, Florida 182
The Accountability Plan in New York City 186
Voucher Programs: in Rochester and New Rochelle, New York 187
The Banneker Performance-Contract: RIP 191
Alternative Schools: The City-As-School in New York City 200
The Open Classroom in New York City 201
The Year Round School in Lockport, Illinois 202
"Accountability and Humanism" at the University of Florida 203
(A) Teacher Negotiated In-Service Training and (B) Teacher-Evaluates-Teacher Project — in Duluth, Minnesota 206
Free Schools of San Diego 212
OEO's Educational Programs 214
New USOE Approaches 217
Title I, ESEA 220
The Federal Government and Higher Education 221

Page

Educational Technology Programs 226
The Teacher Corps 229
USOE's Parent Education Project 233

SUBMITTED PAPERS

Apathy and Democracy in America's Schools ....Sydney Spiegel 237
Early Childhood Education....................................Cheryl White 246
Curriculum in Women's Studies....................Dr. Charlotte Croman 249
Classroom Discipline and Student Rights ...Dr. William C. Kvaraceus 253
The *What, Who* and *How* to Teacher Evaluation..Dr. Donald Musella 255
The Need for Career Education.............Dr. Robert M. Worthington 257

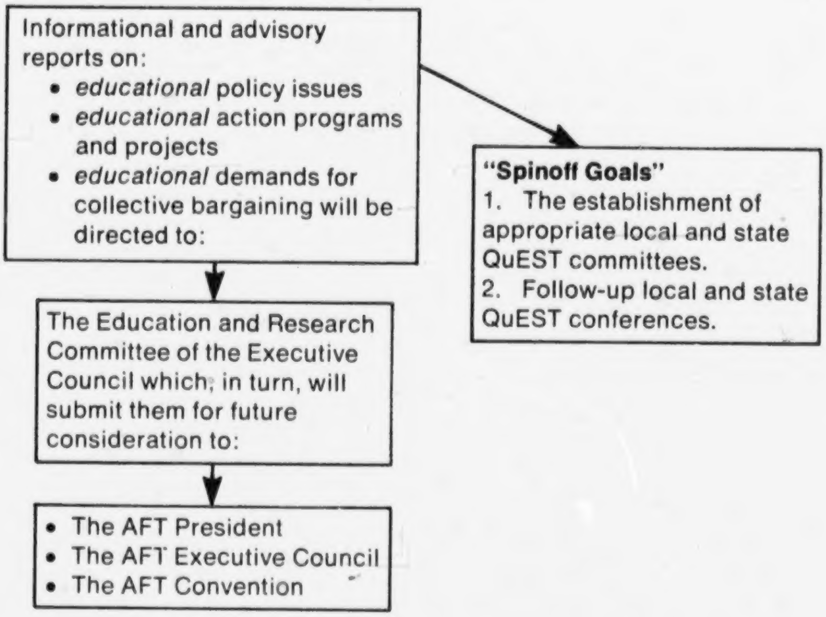
THE QuEST SONGS '73 264

NEXT STEPS: ACTION PROGRAMS

The California QuEST Council................................Raoul Teilhet 275
Establishing a State QuEST Program ....Harley Hiscox 277
The UFT-QuEST Mini-Courses.................................Ray Frankel 279
The QuEST Procedure in Pittsburgh ....Paul Francis and Rufus Jordan 282
A Report of a Local QuEST Conference in Farmingdale, New York ....Terry Rowan 282

THE GOALS

THE CONTINUING GOALS OF THE AFT-QuEST CONSORTIUM



Informational and advisory reports on:

- *educational* policy issues
- *educational* action programs and projects
- *educational* demands for collective bargaining will be directed to:

The Education and Research Committee of the Executive Council which, in turn, will submit them for future consideration to:

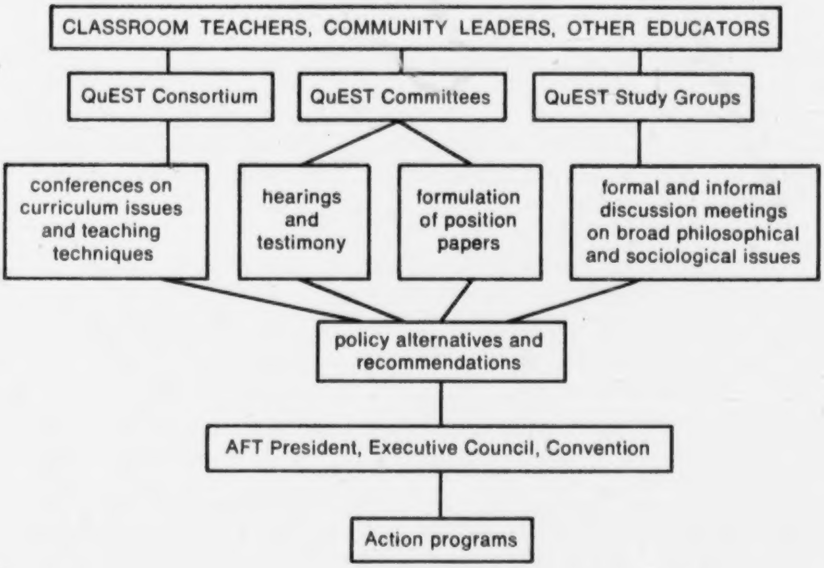
- The AFT President
- The AFT Executive Council
- The AFT Convention

"Spinoff Goals"

1. The establishment of appropriate local and state QuEST committees.
2. Follow-up local and state QuEST conferences.

QuEST: Quality Educational Standards in Teaching
The American Federation of Teachers
educational program

STRUCTURE OF THE AFT-QuEST PROGRAMS



CLASSROOM TEACHERS, COMMUNITY LEADERS, OTHER EDUCATORS
QuEST Consortium
QuEST Committees
QuEST Study Groups
conferences on curriculum issues and teaching techniques
hearings and testimony
formulation of position papers
formal and informal discussion meetings on broad philosophical and sociological issues
policy alternatives and recommendations
AFT President, Executive Council, Convention
Action programs

A QuEST CALL TO ACTION

DR. ROBERT D. BHAERMAN

AFT Director of Educational Research

Welcome to the second QuEST Consortium of the American Federation of Teachers.

For those visitors who are not members of the AFT and, hence, are not aware (in more ways than one), QuEST stands for Quality Educational Standards in Teaching. QuEST is the educational program of the national AFT. The term "QuEST" is a symbol for the rank-and-file, the professional, the expert, the teacher, planning his own destiny, formulating his own teaching environment, working to control his own future, and governing his own profession through collective bargaining.

The QuEST Consortium is intended, among other things, to generate *informational and advisory reports* on educational policy issues, educational programs, and collective bargaining-in-education positions for consideration and possible action by this union. This is our major goal. It also is intended to generate the development of local, state, and regional QuEST groups in order to achieve the three-fold objectives of this union.

Let me take a moment to review these goals:

> The American Federation of Teachers is first and foremost a union, seeking benefits and improved working conditions for its members. But it is also an educational organization, deeply committed to improving the quality of schools at all levels. Finally, the AFT is a social force, working with other unions to improve the quality of American life.

These goals, of course, can never be separated. We should remember that, particularly as we focus these four days on ways to improve "the quality of schools at all levels."

I would like to take a minute or two to review the brief history of QuEST. As the teacher revolution swept through America in the 1960's, the American Federation of Teachers very early became aware of its special responsibility to offer solutions to the many problems which were facing the nation's changing schools: use of paraprofessionals, differentiated staffing, teacher education and certification, and the like. Therefore, in 1968 the AFT Executive Council held a special two-day conference to consider these problems and the AFT's responsibilities relating to them.

Out of that initial conference came a mandate for a *continuing body of active and concerned AFT educators* who would:

- Anticipate some of the emerging problems resulting from the rapid social changes in our society
- Meet on a regular basis
- Organize and coordinate QuEST conferences
- Suggest action programs — and
- Prepare tentative positions for action by AFT policy-making bodies.

In the few years since the QuEST program was established, many locals have set up their own QuEST programs. We will be hearing from some of them later this week. Several state federations also have established State QuEST Curriculum Councils and we also will hear from them this week. And, of course, as you all are aware, last year the AFT-QuEST Consortium was convened for the first time. This is our second Consortium . . . I hope that many, many more will follow.

One point which I stated at the first QuEST Consortium I believe bears repeating. I said then that . . .

> Most conferences I have attended, and I am certain this is true for most of us here, have few goals, which too often are kept well hidden. Ours *must* be different.
>
> What happens at most conferences? There are panels and workshops and seminars and luncheons and you go home and, when you receive the announcement the following year, you register and return and there are panels and workshops and seminars and luncheons . . . . We have some of those functions scheduled, too, but ours must be different, not so much for what happens while we are here, although that is important. It must be different because of what happens after you return home.
>
> This is *your* Consortium. I don't expect that you will be passive listeners. I expect that you will be passionately involved in these sessions, in this union, and in its educational program . . . If we are passionately involved rather than passive listeners and complainers, and if we take our energy and passion back to each local and state federation, the rest of the people in this country will know that we are serious when we state that our goal is to improve 'the quality of schools at all levels.'

I have been to a number of QuEST conferences this year and, frankly, if there is one thing I learned, few AFT teachers are passive listeners.

At the West Coast Consortium in California this past February, the participants heard Dr. Michael Kirst, a Stanford University professor, deliver the keynote address. He told us (and probably quite accurately) that when it comes to effecting substantive changes in policy, curriculum, and instructional areas, teacher organizations have been involved only in "bits and pieces." We "tinker around the edges" of particular issues, he told us, rather than become involved in "total terms." (In presenting this idea to us, Dr. Kirst used the Stanford-type expression "disjointed incrementalism" to describe the situation.)

Perhaps we can utilize this thought as our rallying point as we convene the second AFT-QuEST Consortium: let us not "monkey around" with the "bits and pieces;" let us not merely "tinker around the edges;" let us become involved in "total terms" lest we be guilty of "disjointed incrementalism."

When the 1972 QuEST Consortium ended, the QuEST planning committee felt that the next one should be based, in part, upon the informational and advisory reports generated by the first Consortium. And, in part, these sessions are. Our goal is to build, in a developmental way, on the initial base established last year.

Therefore, as you will see, there is a greater focus upon what AFT local and state federations have done - and on what they can do - to plan educational action programs. And as you will see, we also are relying to a greater extent on AFT teacher talent, for if the 1972 Consortium taught us anything, it illustrated that such talent exists in great depth.

One month after the 1972 Consortium, *The Colorado Teacher* reported that every Consortium participant came away with several major conclusions: (1) The most articulate people involved in the Consortium were the teachers, who showed themselves to be the real "EXPERTS." (2) The needs in education are great and teachers have no shortage of ideas on how to meet these needs. The blocks are administrative and financial. (3) The problems of education will need massive funding for remedy and this can only be achieved by involved and politically active teachers. (4) Any real change that comes in education will come only through teachers and effective collective bargaining.

Let us, then, continue where we left off last April and build upon these four points.

THE AFT QUEST FOR BETTER EDUCATION

DAVID SELDEN
AFT President

This meeting, the second AFT-QuEST Consortium, is still a pioneering effort. Perhaps you will be interested in a little anecdote about how it all came about.

When the AFT office was in Chicago, I received a call from a man who said that he was the Executive Secretary of the Board of Examiners. I had recently come from New York City where the Board of Examiners gives examinations to candidates who want to become teachers and administrators in the New York City system and awards licenses. Since it is a very august body, I was suitably impressed. However it turned out the gentleman was from the Board of Examiners for the Osteopaths. Even so, the more I talked with him, the more I saw that (I hope I am not offending any osteopaths in the audience) osteopaths and teachers have a common problem: they both aspire to professional status, but neither has quite made it. The Board of Examiners was a way to achieve professional status.

The osteopaths were able to set up their Board of Examiners, consisting of about 1,000 people from all over the country who get together once a year to draw up questions which are to be used by the Examiners to determine who could become an official osteopath.

This gave me an idea that perhaps teachers ought to consider somewhat the same approach; that is, an annual meeting which would consider trends in new developments in education and make judgements on their suitability. I do not know how rigid this approach should be, but at least teachers ought to assert themselves and attempt to make judgements regarding techniques, the structure of education, and the many other things which concern the schools and their practices and priorities.

Seen in this light, we begin to understand how this meeting differs very much from the old institutes we used to go to when we were all in the "association." When you were in the association, you had annual meetings arranged for you by your "betters" and you were required to attend them and learn how to teach. As I recall, they were utterly unrealistic, bogged down in red tape, designed to produce resolutions which nobody believed in and which were never observed.

The purpose of *this* meeting is not to clutter up teachers' time and minds with useless activity. The purpose of *this* meeting is to *liberate* teachers. We can only do that ourselves. I am not talking merely of trying to liberate teachers economically in the things that we do through our contract negotiations at the local level. But *here* we are trying to *liberate* teachers in terms of their professional attainment.

This meeting should be much larger. Osteopaths can get a thousand people to go to Bermuda at their own expense. They are glad to have the excuse. And recently there was a meeting of the School Boards Association in Anaheim - near Disneyland, appropriately - which had several thousand people present at the taxpayers' expense. I do not know what they did to improve the quality of education; I have not heard of any outstanding contribution that they made.

To get to this QuEST Consortium some of you literally had to wrench time away from your school. Only a few of you are here on professional leave. Although some of you are having your expenses defrayed in part by locals, most of you must stand the whole cost yourselves, not only the transportation here and living in this hotel, but, in addition, the loss of several days' pay. I think that is a reflection on the state of education in America today. We must pay more attention to this situation in our negotiations. We must make sure that all contracts have provisions for professional leave, so that people can come to this meeting to consider ways to improve the quality of education, and come at the expense of the boards of education. This must become our primary and immediate goal as we move toward making these QuEST Consortiums a permanent part of our total educational program for *liberating* teachers.

REPORT ON QuEST CONSORTIUM '72 AND EXPECTATIONS FOR CONSORTIUM '73

PATRICK DALY
AFT Vice President
Chairman, Education and Research Committee of the
AFT Executive Council

On behalf of the Education and Research Committee of the Executive Council, I would like to welcome you to the AFT-QuEST Consortium '73.

Well over a year ago, when the idea for the first Consortium was conceived by President Selden, the hope arose that we might be able to attract up to 200 teachers to Washington. The registration for that meeting was over 300. And when the registration is completed at this meeting, we hope to surpass that figure by a healthy margin. One might ask what is so significant about all this. Educational conferences, symposiums, and workshops are as ubiquitous as peas at a banquet dinner. But it has been apparent for some time to many of us at the American Federation of Teachers that the very proliferation of meetings of every conceivable kind has engendered frustrations as well as enlightenment. As most of the people in this room know, the task of teaching in the schools of the United States is an exercise in exhaustion, both physical and mental. The teacher wants to know what is happening in other people's classrooms and what the "movers and shakers" outside the classroom have in store for them. The job of teaching leaves a very thin margin of energy with which to monitor the latest educational techniques and thoughts or to write away for the latest thunderbolt from the United States Office of Education. This is not to mention that low-level, but very easily ignored guilt feeling all of us have had at times, prompted by putting off the job of cleaning out the garage or painting the kitchen while we take one more Saturday on the workshop merry-go-round.

One of the major purposes of the QuEST Consortium, last year and this, has been to serve as a central source of information about what is going on in education for all those teachers who, in addition to their concern on matters of wages, hours, and working conditions, have felt a degree of frustration in their attempt to know and to understand the winds of change that continually buffet our classrooms. In short, we are attempting in these QuEST meetings to pull together at one time and in one place information on as many of the random threads of change and innovation and experimantation as we can.

We have intended the QuEST Consortium to be a national forum where teachers can share their experiences, learn from others, and encourage those people and those ideas which will direct and shape American education in the future.

But underlying all those goals, however, is the expectation that the recommendations for action that you will draft at this conference will be channeled to the Executive Council of the AFT in order to assist that body in formulating AFT policy on educational issues. In the past year, the Education and Research Department has been extremely pleased that one of the major goals of last year's Consortium is being fulfilled, namely, the establishment of grassroots QuEST councils and committees which sponsor local QuEST meetings to carry on the discussions and the debates raised at the national meeting and to deal with those issues which may have a more local impact.

During the past year, QuEST committees have been active in California; Colorado; in Farmingdale, Long Island; Ohio; Illinois and, of course, the United Federation of Teachers in New York. The UFT-QuEST program, under the direction of Ray Frankel, supports what amounts to a continual QuEST program. It is in the form of superbly practical, two and three-session mini-courses taught by classroom teachers, for classroom teachers, and which help those who participate become what they really want to become: better teachers. I personally regard the UFT-QuEST program as an outstanding example of what a local QuEST committee can accomplish and one which readily can be adapted to the needs of locals of any size.

Yet one does not have to be a king-sized local in order to create a mini-course, in-service program. We have all suffered long enough under school administrators' ideas of what in-service courses should be — it seems so perfectly obvious that it is about time we become more actively involved in the business ourselves. I hope that you will find out about the UFT-QuEST program; it could serve as a model for your local's QuEST activity.

At the conclusion of last year's Consortium, the AFT published the QuEST Consortium Yearbook: a collection of the major addresses, a concise summary of the issues presented in the workshops, and the recommendations for action which came out of the discussions. It has been a very useful document for teachers who want to know what is happening, and incidentally, an invaluable source of background information for union officers who very frequently are asked to be instant experts on educational innovations. (All those registered as participants in this Consortium will be sent the '73 Yearbook.)

It is very difficult to catalog all of the expectations that the Education and Research Committee of the AFT have for *this* Consortium. I will not really begin to try. But last year's Consortium dramatized for many, I think, a very simple truth: that if change and improvement are to come in American education, it must arise primarily through the efforts of classroom teachers. This is a very simple idea, like all truly revolutionary ideas. At last year's Consortium something of a professional trauma was experienced by some teachers who for the very first time were able to confront the experts from the foundations, the universities, and the Federal bureaucracy who have been primarily responsible for creating and promoting many of the most recent educational "panaceas." The teachers sought answers, but it very quickly became obvious that many of those whom the teachers considered experts had, for the most part, only additional lists of questions. I do not wish to be misunderstood. We need all the help we can get from foundations, from study commissions, from universities, from whatever source, but unless those in the classroom perceive the need to change, desire to change, and are actively involved in all, and I do mean *all*, stages of planning and implementing change, then change simply is not going to happen in education.

The success of any educational innovation seems to me to be directly proportional to the degree of teacher involvement in planning and putting that innovation into effect. One wonders how many millions of dollars and how many hours of human energy were tragically wasted by the refusal of government planners to listen to what teachers and their professional organizations had to say about performance contracting. We seem to be well along the same dismal road with voucher systems. Incidentally, I would also like to predict that we are going to undergo a similar experience with the performance-based education movement. The strongest proponents of that movement, and I have had some contact with them, have made a great deal of the fact that teachers and their organizations must be involved in planning performance-based programs. My own personal experience increasingly indicates that enthusiasm for teacher involvement declines perceptively when the basic assumptions upon which that movement is based are questioned.

It is our hope that these QuEST Consortiums, but even more importantly the QuEST Committees and meetings which you sponsor when you return home, can make an important contribution to the process of helping teachers become a major voice, not the only voice, but a major voice, in the determination of educational policies.

As you argue, discuss, and debate over the next four days, I hope that you begin to think of this experience as something of a training period for what faces us in the future. The growth of the AFT often has been referred to as a "movement," both by those outside of it and by those who have been lucky enough to be part of it, and the word "movement" is an appropriate one. It has taken something of an evangelical fervor to move the mountains we have moved over the past ten or twelve years in terms of improving working conditions for teachers. That job is far from finished. Recently I saw salary scales from Georgia and Alabama; you know the job is not finished when you look at one of those. But, I hope that we can increasingly come to view this *QuEST movement* as a primary means of making quality education a reality in the United States. It is a *movement* that can help arm us with the knowledge, the skills, and the understanding that we need so that no one, not the foundations, the universities, the school boards, or even the President of the United States, can ever turn us around again.

THE MAJOR PROPOSALS

ON THE RUMBLE SEAT PHILOSOPHY OF AMERICAN EDUCATION:
THE CHALLENGE TO *OUR* UNION

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There exists a pervasive sense that the schools of America, along with other institutions, are experiencing a wave of conservatism which is unmatched in the past generation. There are three aspects to this new conservatism which I should like to treat this morning: sexism in the schools, children's rights and the linkage of schools to an uncritical acceptance of an industrial technological economy. Let us examine the issues in the above order.

The first challenge to our union is the part which schools in general, but teachers, curriculum workers, principals and textbook publishers in particular, play in the narrowing, stereotyping and dehumanizing of women's role in American society. The uncritical acceptance — even active promotion — by school personnel of sex stereotypes from kindergarten through college has been well documented by such organizations as the National Organization for Women, the Women's Bureau of the Department of Labor and the Boston Women's Collective. The critical point of these and other investigations regarding the role of women is the messages which are consciously or covertly transmitted by classroom procedures and assumptions regarding work styles, occupational aspirations and achievement orientations. These messages are transmitted by children's readers, textbooks at all levels and library materials. But also, and more importantly, by school personnel who in their speech and attitude tend to make several critical assumptions regarding women's role in society.

Some of these assumptions made by both teachers and textbooks are:

1. Boys are more aggressive than girls; girls are more passive than boys.
2. Girls are more verbal than boys; boys are more mathematical than girls.
3. Boys and girls naturally tend to different occupational roles.
4. Domestic and dependent roles are for girls, active and dominance roles are for boys.

The above assumptions about children are a corollary and reinforcement of dominant themes from American social history and the social psychology of the American family. The facts are not in dispute; what is of concern today is the incongruity of both family and school promoting attitudes towards work, school, and achievement, and critically, towards a view of self, which do not fit the desire for equality, dignify and fulfillment among many American women. What I am saying is that parents and educators cannot have it both ways.

One cannot promote dependency, passivity and docility and then also expect increasingly, women to become heads of households with all the aggression, dominance and control which that entails.

One cannot expect to emphasize service roles for women (which roles, incidentally, usually service men) and then wonder why so many technical, scientific and mathematical occupations have so few women.

One cannot promote a superordinate role for boys and a dependent role for girls and then wonder why achievement drops dramatically for girls in high school and college.

Given the changing nature of demands on individuals in an industrial technological society, the issue of appropriate role models which give individuals the widest possible life choices is clearly a central task for educational leadership in the American Federation of Teachers.

As a first step, it would be most appropriate for our union to examine the nature of job discrimination within the profession and call a halt to the consistent practice of promoting advanced job opportunities for men while emphasizing the teaching role for women.

As one example one finds that while 85% of the personnel in elementary schools are women, less than 6% are in positions other than teaching. While I am clearly not in favor of quotas, it would be wholly appropriate for the American Federation of Teachers to set up a task force to examine the kind of discrimination which is now practiced within the profession. We cannot ask publishers, textbook writers and others to change when the profession itself is shot through with both subtle and overt discriminatory practices against career opportunities for women.

A second move would be to conduct extensive reviews of classroom materials on the order of that done by the Central New Jersey Chapter of N.O.W. Their publication "Sex Stereotyping in Children's Readers" is not only revealing as to the biases involved in children's readers, but is a highly articulate advocacy of a more egalitarian view of boys and girls in society.

Third, a review of teacher attitudes on the subject would be wholly in order. To a large extent, I am convinced that teachers themselves promote fundamental discriminatory practices by their acceptance of a sexist view of the world. This process, by which the victim of oppression becomes the exponent of the process, has been all too well recorded in that other chapter in American life — the historic involvement of American Blacks in their own submission and defeat.

Before the AFT again faces organized groups well in advance of the profession on the issue of job, psychological and textbook equalities, perhaps we could at this convention begin to set priorities and strategies of working with groups to promote a profession which recognizes the defects in the present situation and is willing to take specific political steps to promote that measure of equality so long in coming to women in the profession.

A second challenge to our union involves the developing movement to accord greater rights and responsibilities to the young in our society. The children's rights movement is not without its own humor (for example, 4th graders in Dayton struck their school in a protest over recess discrimination) but is for the most part a well balanced and reasonable effort to extend to the young in school a basic measure of the due process of law which is normal procedure for adults. The philosophical origin of this movement is somewhat cloudy, but it seems to be related to the length and extent of the Viet Nam War, the protest movement among students, and a growing political sense among many youth groups in our country. It does seem clear, however, that the legal impetus for the students' rights movement is related to the civil rights cases in the early 1960's.

What is happening is that the status of the school as an institution is shifting from that of *in loco parentis* to that of a public agency requiring all the safeguards of due process and equal protection which characterizes governmental agencies at federal, state and local levels. This due process includes:

1. The right to adequate notice of the charges against one
2. The right to counsel
3. The right to confront and cross-examine witnesses
4. The privilege against self-incrimination
5. The right to a transcript of the proceedings
6. The right to an appeal from a determination of guilt

In addition, it seems that courts are viewing schooling in a broader context than educators traditionally have, linking schooling to jobs, status and further education. What the courts seem to be edging towards is a review of the status of children, the powers of teachers and administrators and the nature of the classificatory system used by most school systems. The controlling cases are *in re Gault* where due process was guaranteed to a juvenile and *Tinker vs. Des Moines* where peaceful protest was upheld. What is utterly distressing in the face of these cases and issues is the almost universal attitude on the part of state superintendents, principals, many teachers and several state legislators to engage in rear guard action to defend the *status quo* and, worse, to roll back the clock to the *status quo ante*. Astonishingly, the cases brought to extend due process to children and to provide a measure of the equal protection of the laws have their impetus in non-educational sources. Those educators who had been cast in the conservative role may well have re-thought the basic issue and considered their role as an advocate for children rather than for the forces representing the most blatant type of repression.

The issues before this house are to begin to re-think the fundamental position of the profession with regard to the rights of children and to provide leadership which the courts so desperately need in this arena. Instead of a role which attempts to deny youth certain safeguards, the American Federation of Teachers very well may wish to consider a more active stance regarding several key issues yet to be resolved. Simply, these are:

1. The issue of due process for students where suspension, expulsion, or disciplinary action is being considered.
2. The issue of search and seizure, especially with regard to locker searches, personal searches, and the private property of students.
3. The issue of the presence of police, detectives or other public officials within the jurisdiction of the school for purposes other than protection.
4. The issue of counseling services to youth on topics which are crucial to youth — sexual counseling (including abortion), drug counseling, and draft counseling.
5. The issues of tracking, class ranking and academic screening as it relates to future life choices for children.

All those issues will surely come up in the courts unless the American Federation of Teachers begins, now, to establish effective guidelines and leadership *for the courts* as well as school districts. Rather than being the repressive agency which administrators seem most to relish — the AFT can and should become the clearest and firmest advocate for children.

In this area of developing children's rights, it would seem most appropriate for the AFT to establish a study group to work in close conjunction with the newly created Committee for the Study of Juvenile Law which has been created by the American Bar Association and supported in part by funds from the Carnegie Corp. It would be one of the first times when teachers and their organization took a driver's seat rather than that of occupying the rumble seat.

The third challenge which confronts educators today is the tendency toward an uncritical acceptance of a particular brand of educational philosophy which connects an industrial, technological society with schools, teachers, and students. At no time, with perhaps the exception of the 1930's when confidence in the society was shaken at every level, in the past 70 or 80 years have educators mounted any campaign of any import, extent or strength to, at least, define the issues, indicate the consequences and perform a much needed definitional effort for school boards, legislatures and, more significantly, for themselves.

This third challenge involves the issues which, if kept to themselves may well lead teachers, schools, and children into a kind of society which is neither critical nor compassionate, neither rewarding nor fulfilling, neither meritorious nor democratic.

The first of these issues is the growing attempt to degrade the function of the person in schooling — both the teacher and the student — by a constant reference to efficiency, input-output analysis, and cost-benefit analysis.

The second issue is the tendency to view schools, teachers, and students as part of a national effort to accommodate the process of schooling to the larger purposes of the American Industrial Community. This accommodation belies any purposes for schooling other than those related to the profit motive, a Pax Americana, as well as the subjugation of artistic, ethical, and human life to growth, efficiency, and dominance.

The third issue concerns itself with the growing politicization and polarization of teachers, students, and administrators about issues which divert attention from a basic examination of purposes, ideals, and goals of schooling in America. The discussion of career education or efficiency in schooling are, in reality, nothing more than straw man arguments existing as a cover to prevent a searching analysis of the relationship between schools and our democratic social origins.

Let us turn to the first of the issues confronting the profession of teaching — the degrading of the person in the process of schooling.

The touchstone of this movement is the apparently logical demand that more efficiency be gotten from the process of schooling. Usually, glowing references are made to the magnificant efficiency of American enterprise, time and motion studies, or the need for a plus at the bottom of a ledger. Raymond Callahan, in a work often overlooked, has noted this tendency to ape business leaders and their methods. More recently Joel Spring has undertaken a similar analysis of the changing role of education in a corporate state.

A more recent movement has been to enlist the aid of economists, sociologists and the "new" type of administrator in assessing the impact of schooling — with special reference to teachers — on children. It is to this movement that I wish to address some extended remarks, for what we now have is the naive attempt to link statistical methods, analytical techniques, and equational thinking to the assessment of schooling and teachers.

A behaviorist's world is a strange one indeed. He is stuck with a model of (1.) information recipience, and (2.) predictive output which attempts to connect the two for purposes of prediction, explanation and classification. The behaviorist's model attempts to take the basic model in astronomy or physics and apply it in the field of human endeavor. And therein lies the critical rub. The things to be predicted —in the jargon of the behaviorists, the dependent variables — are so dependent on such a large number of complicated, independent, interconnected and intervening variables incapable of control, that accuracy in either prediction or explanation, in most cases, is impossible.

The issue has been put well by Michael Scriven when he indicates that, "the good fortune of classical physics and the misfortune of psychology lie to a large extent in the kind of prediction problems which they inherit."

What we as union members, teachers, and educators must undertake is a more limited perspective on prediction and control, as well as the explanation of aspects of human behavior in schools and out of schools. We are necessarily limited by the nature of the phenomena with which we are dealing and the context in which fundamental questions can be asked. A much higher degree of modesty is absolutely required as well as a tentativeness about the enterprise of teaching.

In short, the fundamental difficulty with which policy makers, unionists, legislative members and all those concerned with the quality and outcome of public schooling must eventually deal, is the mentality of necessary and unconditional prediction.

What those who judge, appropriate and administer would like are answers regarding teachers, students, achievement levels, where to spend, how to appropriate and the proper emphasis in schooling. What *must be* the reply of those who are in teaching, schooling and in policy making positions is that the method and language of scientific behaviorism is wholly inappropriate for the task at hand. What is required is a time to reflect on what it is that we wish to have from schools and to apply judicious analysis to the problem. This requires, fortunately, or as the case may be, despairingly, an act of intelligence which all too many are willing to abdicate to the growing army of researchers with computers, regression analyses, and the input-output syndrome.

Perhaps an analogy will be suggestive, even if arguments by analogy can never be conclusive. If the inputs to a newly produced theater play were listed — such as previous experience, skill of direction, quality of playwright, excellence of setting — and the outputs were similarly listed — excellent reviews, great box office sales, happy theater goers, and so on — we would have the rudiments of the input-output behavioral model.

Up to this point there is little problem with the procedure. What is the problem is the *action* which reviewers, theater owners, patrons, and others concerned with the play would take *in advance* of the actual performance. Should this action by "movers and shakers" result in closing the play before a *post-hoc* judgment by critics and public, a predictive judgment would have been made. In other words, the input-output model would have been employed to effect an action that relied on the predictive capacity of the model.

What, in this example, is necessary for the judgment of the play to be valid is an evaluation by those who review, see, and criticize the play *after* its performance. What happens before this *post-hoc* judgment is that the accumulated wisdom of director, producers, actors, and actresses and all those concerned with the play be brought together by a process called common sense, or insight, or creative organization or whatever the elements of this process include; this may also include intelligence, experience, skill, insight, risk-taking and daring. It is superfluous for me to suggest there are equally eminent *human dispositions* residing in a teaching situation which are not unconditionally predictable in a scientific sense.

These dispositions are artistic and aesthetic in the sense that individual judgment, collective action, and sure handedness go together. Trust in one's self, in one's ability and in the stability of our judgment, are critical to the eventual success of the play. Far more important than the prediction of success is the disposition of experience and knowledge.

Consequently, what is necessary is to consider the claims of the behaviorist and the studies which he has made. For if in the words of James Coleman, expenditures, teachers, extra resources and "a host of other variables" mean nothing, then the claims of the input-output cadres of economists, sociologists, and researchers should have the ear of lawmakers, taxation groups, and those who wish to dismantle the public schools. What are the facts as presented by the behavioral experts themselves?

If one reviews over 30 years of work on the effects of expenditures, teachers, socio-economic status and peer group relationships, the very best one can say is ". . . .that the present rudimentary state of our quantitative models does not permit us to disentangle the effects of home, school, and peers on students' achievement." Additionally, "Until our models become a great deal more sophisticated they will be of very limited use to policymakers and administrators."

The models of which Alexander Mood speaks are precisely the models which I feel can never be appropriate to the process of teaching, learning, and schooling. Suffice it at this moment that the massive criticism of the Coleman Report (See Levin, Moynihan, Bowles, Gutherie, etc.) go the the heart of this matter. The purpose of this paper is not to review in detail these studies, for others have done this in an admirable fashion, but rather to indicate the methodological and substantive conflicts which exist in a long trail of these studies.

From the earliest studies (Barr) which employed relatively simple correlational techniques to more recent studies (Mullenkoff, Melville, 1956; Goodman, 1959; Thomas, 1962) which employed large samples and controls for socio-economic status, the centrally crucial finding was that school staff, the quality of student contact with this staff, experience of teachers, volumes in the school library, and salaries of teachers, played a major role in student achievement. A leading economist, Charles Benson, conducted a similar type of study in 1965 which indicates the following:

"The association between achievement of pupils and the instruction offered by their teachers who are qualified by experience and training to be paid in the upper salary quartile is positive, *and the association stands independently of the known connection between the home environment of pupils and their achievement.*"

(Benson 1965) (Italics added.) Additional studies by Hanuchek, Ribich, and Levin tend to confirm the overall effect of teacher verbal ability, school expenditures, and years of teaching experience as critical variables in assessing student achievement.

In the face of numerous studies, both in this country and in England (see the Plowden Report 1967), one must view the conclusion of the Coleman Report with extreme caution. The Coleman Report states:

"Taking all these results together, one implication stands out above all: That schools bring little influence to bear upon a child's achievement that is independent of his background and general social context; and that this very lack of independent effect means that the inequalities imposed upon children by their home, neighborhood, and peer environment are carried along to become the inequalities with which they confront adult life at the end of school. . . ."

The import of this conclusion and others (see, for example, Rand Study 1972) is four-fold:

First, it plays directly into the hand of the tax conservative who wishes to save money at all costs;

Second, it supports the philosophy of the status quo which holds that this world is incapable of change;

Third, it neglects many roles for the school related to integration, vocational education, and education for its own sake;

Fourth, if schooling makes no difference at all, a reasonable conclusion may well be let the poor eat cake. Why equalize when it does no good? When members of a research team (Rand, 1973) can seriously suggest that large savings could be effected in school financing, ("There seems to be opportunities for significant reduction or redirection of educational expenditures without deterioration in educational outcome,") one is made rather painfully aware that the jargon of an incomplete methodology can be used for whatever purposes one has outside of the research itself. An opposite conclusion could have easily been drawn given another set of values and purposes. Consequently, the remainder of this paper will not deal with the 'tis' and 'taint' curiosities of behaviorist researchers, but with a hard look at the state we are in vis-a-vis the schooling and rearing of our young and the impact of some crucial social forces on this schooling.

In considering the forces which have helped to create the state we are in, one must conclude that the linkage of individual talent, schooling as a screening device, the rise of a credentialing society, international competition in an industrial, technological sense and the rising interest in the effects of education in a corporate sense (as opposed to individual self-fulfillment have created a vastly different sorting, screening and development agency than was ever conceived by Horace Mann. The interest of the Federal Government is well documented (for example, see *Schools, People and Money* — President's Commission on School Finance) by Commission reports, Congressional hearings, and leaders of industry defense, and business. The intrusion of the Federal interest to insure certain outputs (science, NSF, math, engineering) is striking testimony to the limited, almost anti-intellectual attitude which relates national and international situations to the productivity of selected fields. Of more recent origin is the career education emphasis of the USOE which declares that the educational system should perform its tasks in relationship to jobs — not enjoyment, pleasure in learning, aesthetic development or whatever — but *jobs. All* education, K-University, should be structured. Consider the following:

"The entire school program would be focused around helping the individual student achieve his own self-established career goal." (see pg. 65, President's Commission on School Finance). Or the following:

"Businessmen are complaining that they cannot get the people they need and students are complaining that they cannot find jobs. *The link between the two is supposed to be the educational system.*" (Ibid. Italics added.)

Well, that puts the matter rather badly, I must say. What schools are to do is nothing less than become the handmaidens of an established industrial, business community. Reasons are not given, except the hidden assumption that what is good for industry is good for children.

Other writers have documented the incessant move on the part of school leaders to ape the business community and to imitate their features of cost-benefit analysis time and motion study and above all, efficiency in the production of units. The calculation of what teachers are paid per hour is viewed in hours, days, length of school year and then simple division gives us the answer. We may not be far from the calculated man whose entire responsibility is looked on as having a relationship to a cost-effectiveness study. All this from the non-union business and industrial community buttressed by legal and quasi-legal supports at each stage of the development.

The remarkable thing about the administrative-technological-managerial mind is its apparent willingness to do almost anything which the business-industrial community wants done. In the jargon of those faceless wonders, administrators have nomothetic roles which are in tune with larger organizational desires. John Dewey once remarked that a highly bureaucratic organization produces a trained incapacity to think, and a lack of thought is just where we are at. Let us think for a moment of the stakes involved in these issues at this time.

First, there is clearly the economic issue, which to P.P.B.S. and input-output personnel is really the paramount issue. No matter the concomitant learnings of schooling, the philosophy, or the value questions — if we can cut budget without measureable harm, then cut we must for a fatter personal wallet.

Secondly, there is the psychological bent of the emerging challenge. Do for yourself if you can, and if you can't then be sure you get a proper career so to serve larger purposes in the industrial community.

Thirdly, the philosophy of mind and state and the way to rear children within that state is clearly a central issue confronting all of us.

Fourthly, issues pertaining to ideals of desegregation, integration, and equality of opportunity for all children must be considered; and lastly the moral direction of the American community must be considered when we think of the new look in education.

In the context of these concerns, I should like to take a brief research journey with you and share some observations about this research made during the past 15 years. The central focus of my research has been the nature of the fully functioning classroom and school having the usual members such as teacher, principal, student, and auxilliary personnel.

The first finding was the result of four years of research in a series of Harlem Jr. High Schools in the late 50's and early 60's. The staffing of these schools at that time in history was a most difficult task and an *ad-hoc* program was developed at Hunter College to attempt to prepare beginning teachers for service in these schools. Only volunteers were accepted and a strong internship community knowledge program evolved. The critical finding which we came to in the four years concerned the character of the teacher who remains in these strange situations and does whatever must be done — who does not run from challenge. This person, as compared with the non-volunteer who elected other experiences, was more open, less rigid, and less authoritarian. Additionally, a pattern of early independence in decision making in family and neighborhood was apparent; a strong independent bent of mind was present. Even more remarkable is the fact that those volunteers constituted only 5% of the student body at Hunter, and consequently, to attempt to find an answer to the nature of the teacher in the fully functioning classroom among such a sample was impossible. Miracles were not to be forthcoming from these young, fresh teachers because of the limited numbers of such teachers having characteristics of independence, openness, and lack of rigidity. In all fairness, I should add that we were unable to move achievement levels in these schools one iota. Discovery #1: to attribute the success or failure of a school, however defined, exclusively to teachers is to miss whatever point there is.

The second aspect of this continuing research for what constitutes the fully functioning classroom occurred in 1956 with the passage of ESEA. An opportunity presented itself to create a unique summer training session for teachers, administrators, and related educational personnel, such as psychologists, reading teachers, etc. Briefly stated, the objectives of this summer training program were to:

1. Break down the medical model so evident in schools where each practitioner is separated from the other, where the teacher acts as a referral point to many specialists occupying separate offices where "treatments" take place.
2. Involve the school staff with parents of the children who were being taught in the summer program, to enable better communication between teacher and parent on the learning problems of the child and his relationship to the school.

The procedures we employed in the summer program were to get the specialist, such as the psychologist, reading teacher, guidance person, etc., out of his office and into the classroom, where he and the teachers had to work out teaching and learning procedures together. Our reasoning was that the child had first to succeed in the classroom and that the specialist had better make his suggestions in that context and not in his cubicle.

Teams of teachers, specialists, administrators, and consultants engaged in a program of planning, teaching, observing, and evaluating within the school and participating in home visitation.

As most projects seem to report, there was an enthusiasm for the new arrangements; teachers and the related personnel reported a wholly new attitude on their own part toward the students and class activities, and while exactitude of measurements was not possible, the children seemed to enjoy school and schooling to a greater degree than ever before. We had a success.

Luckily, my paranoia was well served when a modest follow-up of the experience was done during the following academic year. Using the focused interview technique, we interviewed teachers, administrators, and specialists involved in the summer program to ascertain the changes which were made following the summer program. What we found was that there was an almost immediate return to the established practices of the school once the school year began. The summer program did not have a champion in the fall and the procedures developed in the summer program were forgotten when new rules went into effect. Discovery #2: The pervasive effect of school bureaucratic rules and procedures can severely limit the kinds of arrangements, actions, and innovations which teachers and others may wish to initiate.

The final look at the nature of the fully functioning classroom and school took place between 1966 and 1972 when a research team from the University of Wisconsin undertook a comparative and developmental look at the process of desegregation. Success was taken to mean achievement in the traditional sense of the word.

Measures were taken in all black schools, all white schools, and integrated schools. Interviews were undertaken, teacher attitudes were measured, and the data analyzed. When all the hundreds of computer print outs were looked at, and we earnestly sought some valid and reliable conclusions, there was precious little to report other than that data which related to the total functioning of a school. It became clear to us that while liberal as opposed to authoritarian teachers tended to elicit greater achievement on the part of children, this was not universally true. While social class and section of country played a large part in the chances a child had to achieve in school, there were notable exceptions.

Our conclusions were summarized in the appendix of this report, but I must emphasize one of our findings here. . . . "one clue to the achievement discrepancy between black and white, between North and South and between middle and lower classes is clearly the character of the teaching available to children in black, lower class and Southern schools."

The nature of the teacher, his background, preparation, and attitude, as well as verbal ability, make an enormous difference in how and what children achieve in school. To conclude otherwise is simply to ignore reality. Discovery #3: The character of the teacher and the total context of the teaching-learning situation provide the clearest clue to the fully functioning classroom and child.

What I should like to state as a concluding argument is based far more on logic and reason than on the empiricism of educational research. In brief, the argument runs like this:

Proposition one: Talent, as a general and/or specific attribute of human beings and as an available resource, clearly makes a difference in the resources, climate, and in the outcomes in the school.

Proposition two: Talented teachers are now and will continue to be in short supply as long as national, state, and local priorities are directed towards other goals, values, and purposes.

Proposition three: To obtain and hold these talented teachers for schools and children requires resources to be expended in selectively greater amounts at critical junctions in the educational process.

Proposition four: These critical junctions include not only the fully functioning classroom, cooperative efforts between home and school, and talented teachers, but the place where teachers are selected and prepared for teaching — the universities and colleges.

Proposition five: Schooling must be viewed in the context of non-material, as well as material benefits to children. Appreciations, values, aesthetics, an enlightened citizenry, and a host of other non-material attributes constitute the heart of the school's program.

John Dewey once indicated that all educators could ever do was to provide the conditions to permit learning to proceed and to provide maximum communication between student and student and student and teacher. After this was done and a child would not learn, he simply would not. It is time we recognize in this issue the centrally critical issue of schooling as an opportunity to learn, not a pre-requisite to achieve. It means, in effect, that the educational process is a most awesome task.

It means, in effect, that the educational process is not to be consigned to the last priority; that we rethink what it is that schools can do in the non-economic, non-measurable areas and that, lastly, the school be viewed as a potent agent to introduce children to a democratic way of life which is both compassionate and critical, intellectual and practical, and which is worthy of our best time and effort; not because there is a payoff for the Pentagon, General Motors, or M.I.T., but simply because the faith we have in the dignity and worth of all men and in our democratic society demands nothing less than the best for all our citizens.

The difficulty of the task is awesome, but the rewards great. For those who wish to undertake such a work, the words of President Kennedy may have some meaning. In speaking of those who must actually do the work and undertake the changes he said,

> The credit belongs to the man who actually is in the arena, whose face is marred by dust and sweat and blood. . . who knows the great enthusiasm, the great devotions; who spends himself in a worthy cause, who at the best knows at the end the triumph of high achievement, and if he fails, at least fails while daring greatly, so that his place shall never be with those timid souls who know neither victory nor defeat.

AN AFT ALTERNATIVE: THE NEW COMPAS PROGRAM

SIMON BEAGLE

Chairman, National Council for a Comprehensive Program
for American Schools: COMPAS

Let me tell you first a little story. I was in Los Angeles speaking before the Superintendent of Schools and his staff shortly after the Watts riots. We were trying to impress upon him that the AFT in Los Angeles had a partial answer to the causes of the riots, particularly as they took place in the schools. And he said, Mr. Beagle, we have a program, the 4-E Program. We believe if we had more teacher *enthusiasm, effort, energy,* it would lead to teacher *effectiveness.* My response was the following: Let me give you another letter. Your 4-E's are really 4-I's:

inexpensive, ineffective, insulting to the teachers, and immoral to the parents and the children. As long as we are mentioning letters, let me give you four other letters that have some meaning to use. . .the 4-P's: teacher *programs* (that is what I am going to talk with you about in a few minutes), teacher *power*, teacher *politics*, and teacher *participation*. Believe me, these will get answers more quickly than all the research studies, proposals, and speeches from members of the Establishment, whatever that may be.

Let me refer to something that I think most of you know by now. We have printed, and have ready for distribution, copies of our COMPAS programs (Comprehensive Program for American Schools) designed for elementary schools. We also have one for middle schools. One is in preparation for senior high schools and, during the summer, hopefully, we will have one for the community colleges. We are the spokesmen for teachers. I wish some of the people who are granting $35,000, $40,000, and $60,000 dollars for the purposes of research would come to the classroom teachers. We can tell them what is needed. Do we have to be told what we need to be effective in our schools? Do we have to be told what the children need so that we can do a good job? Now we have people doing research to discover what was being said in our Introductions to Education courses thirty years ago.

Going to the classroom teachers does not cost money — and it is a question of money. I have been all over the country speaking to boards of education and I say to them, "Look. The AFT *has* a program; our locals have a program. They are the teachers and they know what they are talking about." But the boards will respond that programs cost money. And they do. That's the answer! Money is the problem. . .a *political* problem, not an educational problem.

So, I say to you, if you want good education, go out and say to the people and to the parents, "We want your children to learn. Children will learn if they have the proper learning conditions. They cannot learn in crowded classes. They cannot learn when teachers do not have the facilities, otherwise teachers at best are babysitters and at worst custodial workers."

Crowded schools create certain pathologies. Teachers can not be responsible for those. If you want us to meet the learning deficits of children who come to our classes, give us the space, give us the money, give us all those things we need as professionals. We will do the job. We have found that most teachers are effective if they *teach* in the kinds of schools which make it possible for them to do so.

I am not going to discuss with you any of the specific, basic components of the COMPAS programs. You know how to read. I am not going to be like a principal who hands out memos and then starts reading. But I will tell you this: We have some answers. However, neither Dave Selden, Si Beagle, nor anybody else is going to bring a program to your area. If Pittsburgh wants it, the Pittsburgh Federation will have to fight for it. All we can do is give you the kind of support you need and some guidance, if you want it. I have heard, for example, that the Cincinnati teachers have been able to get an MES school started beginning in the fall. Also, the Wilmington teachers are getting one in the fall. The Baltimore teachers have had their MES program doubled. The Yonkers teachers have had their programs doubled. They had to go on strike, but they got it.

I also want to let you know that we have a COMPAS design for high schools too. The design is comprehensive. It is for all students, not only for those who go on to academic colleges. We are going to service all the children. We are going to give the people who are going to be the doctors and the lawyers a chance to develop their hands and their mechanical skills so that they have respect for the dignity of labor. We are going to try, in our high schools, to make our workers also have a feeling and understanding so that they have the appreciation to live a more complete life, more than just working in a place for a living. In other words, we want to humanize our schools for all — and that is going to cost money — and we will have to fight for it.

We must take whatever action that may be necessary together with the parents and other citizens in our community and we must lead the struggle to convince the taxpayers and the school boards that the people whose children attend the public schools want and demand and deserve a decent, quality, integrated education.

* * *

AFT EXECUTIVE COUNCIL INITIATES **COMPAS**

At its meeting in February, 1973, in New York City, the executive council of the American Federation of Teachers adopted a resolution proclaiming the union's Comprehensive Program for American Schools (COMPAS).

The text of the resolution is:

"Whereas, since 1966, the AFT's More Effective Schools program for elementary schools has been the benchmark of quality integrated education, and has been cited as an exemplary compensatory-education program by the U.S. Office of Education; and

"Whereas, a comprehensive program for the use of school revenues to achieve quality integrated education is especially needed in these 'four more years' of economic retrenchment and social regression, therefore be it:

"Resolved that the National Council for Effective Schools be reconstituted as the AFT Council for a Comprehensive Program for American Schools (COMPAS); and further be it:

"Resolved that reactions and contributions to the COMPAS designs be sought from AFT members at the AFT regional conferences and the 1973 QuEST Consortium; and further be it:

"Resolved that the COMPAS council be instructed to complete its designs as soon as possible and no later than May 31, 1973; and finally, be it:

"Resolved that the AFT seek scholarly analysis of, and organizational and political support for, its Comprehensive Program for American Schools."

In Washington, the AFT staff has been mobilized to assist affiliates in promoting COMPAS projects. This introductory section is the work of the headquarters' editorial department. The public-relations department has prepared two new pieces of literature to explain the components of the COMPAS program. The educational-research and collective-bargaining-services departments are ready to advise locals on how to survey needs in their school districts and how to approach the COMPAS concept at the bargaining table. The legislative department is lobbying for adequate school funding so that money will be available for COMPAS programs. The nonpublic-schools and colleges departments are prepared to help relate the COMPAS goals to their specific jurisdictions.

AFT members who need specific information on any of these areas may contact the appropriate department at national headquarters.

Rank-and-file input to the COMPAS program will be provided for at the April 22-26 QuEST Consortium in Washington and at regional conferences and summer workshops sponsored by the AFT. Simon Beagle, chairman of the AFT Council for a Comprehensive Program for American Schools, also urges members to write to him at the AFT national office with their ideas and suggestions for the program.

— from *The American Teacher*, April 1973

THE PROMISE OF **COMPAS**

Federal funding for education may have fallen through the grate of Nixon's "priorities," but in school districts across the country where model schools along the MES lines have been negotiated into current contracts by the AFT unions involved, the spirit and the body of the program remains.

There is a good foundation, in other words, on which COMPAS can build.

Each city is different, but the programs boast the common hallmarks of being teacher-designed, with smaller than usual class size, paraprofessionals and other aides, many specialist services, and usually additional supplies. Parent acceptance of these programs is, as was the case in New York and Detroit, great.

"Parents have embraced our MES schools wholeheartedly, reported Walter Tice, president of the Yonkers (N.Y.) Federation of Teachers, AFT Local 860. "They've seen the difference in the attitudes of their children." Nearly 1,000 Yonkers elementary students, one out of each 15 in the district, attend P.S. 6 and P.S. 12, the two negotiated MES schools, in the city's ghetto area.

Maximum class sizes are roughly pegged at 22; there are cluster teachers to relieve the regular teachers for planning and preparation; aides; and, in each school, a full-time psychologist, guidance counselor, librarian, vocal-music teacher, physical-education teacher, and reading specialist, and a part-time instrumental-music teacher and nurse. There are paraprofessionals in each classroom.

The first MES school in Yonkers was negotiated into the contract four years ago, the second came into being this year, and the union won $150,000 a year additional funding for each school. "Will MES be in our next contract? You bet!" said Tice.

In Cleveland, the two MES schools established four years ago are also continuing effectively, with emphasis on reading and math programs, reported AFT Vice-President James O'Meara.

In Baltimore, six "model schools" have been negotiated by the Baltimore Teachers Union, AFT Local 340, with about 6,000 of the city's 100,000 elementary children in the program. Three schools were negotiated in 1967, and three more in 1968, and all are still going strong, reported Dennis Crosby, local president. "The city school committee has taken a position of bringing other schools up to them," Crosby said. Class size in the model schools is 24 at the maximum, compared to the 30-33, or even more, in other city elementary schools. "We're using the MES class size as a basis for citywide negotiations this year," said Crosby, "as well as the pupil-personnel services, reassignment of counselors, resource teachers, and other aides in the model schools."

The first model school in Wilmington, Del., which was negotiated by the Wilmington Federation of Teachers, AFT Local 762, will begin operation in September. The school budget has an additional $150,000 earmarked for what it terms "a unique educational program." The school was negotiated in 1970, after the union paid the way of board members and administrators to visit the MES program in New York City. Two years of planning have gone into the program, which will be located in Cool Spring Elementary, a center-city school. Fifteen persons were on the planning committee, of whom 10 were teachers, and most of them union teachers. The Wilmington plan includes two paraprofessionals in each classroom, and segments for preschool children (18 to 30 months old), a nursery program (31 to 42 months), and a prekindergarten (42 to 60 months), reported Jim Warnick, local president.

The three Project READ schools negotiated by the Chicago Teachers Union, AFT Local 1, in 1969 are flourishing. The three schools selected reflect three different teaching situations — one in which English is the primary language in the child's home, another in which nonstandard English is predominant, and a third which is multiethnic and multicultural. Each school determines its own program with parent committees assisting. The board-union committee meets monthly in each school to assess the program's progress. "We know that learning is happening in these schools; we see the enthusiasm of teachers and students," said Robert Healey, Local 1 president. "The ingredients are there, and they are there because of teacher input."

In Colorado, where the Colorado Federation of Teachers in 1969 helped push through what the legislature called an "Educational Achievement Act," some 21 projects affecting 13,500 students at all educational levels have been funded. This year, the state board of education is asking $5.6 million for the program, which includes a number of compensatory and other plans.

California's MES law, which called for two experimental schools on the standard guidelines, has never been funded, although the law is still on the books. It is still hoped that federal funding will be found to implement the program.

Elsewhere, both Kansas City, Mo., and Schenectady, N.Y., have negotiated clauses to study model-school programs along the MES lines, and many other cities have informal study committees at work.

The AFT teacher-designed model-school program, COMPASS, will give additional direction and encouragement to all of these efforts to bring about optimum teaching-learning conditions at the various levels. Here, briefly outlined, are the programs at three levels; elementary (including early childhood, which encompasses prekindergarten through second grade); junior high or middle school; and high school. Programs for community colleges are being formed.

— from *The American Teacher*, April 1973.

THE MAJOR SPEECHES

COMMENTS ON THE EDUCATIONAL SCENE

Remarks submitted by
DR. DUANE J. MATTHEIS
Deputy Commissioner for School Systems
United States Office of Education
Department of Health, Education, and Welfare

It is indeed an honor and a pleasure to appear before the second annual AFT-QuEST Consortium to comment on the educational scene as seen from the perspective of the U.S. Office of Education. This is indeed a broad charge, and the limitation of time will permit me at best to paint lightly and with a broad brush.

To us at the Office of Education the most overshadowing feature of the educational scene of the past year has been, naturally, the landmark legislation sponsored by the Nixon Administration in response to the cry of the American citizenry for educational reform.

One of the two major Administration initiatives in education has been approved by Congress — the Education Amendments of 1972. While these amendments deal in the main with postsecondary education, they do include, as you know, many provisions of importance to elementary and secondary education, where your membership has its roots.

A realignment of teacher training programs and their funding, the Emergency School Aid Act, the National Institute of Education — these are a few of the features of the Education Amendments of 1972 that are of particular interest to you. By merely ticking them off, I do not mean to minimize them, for they are all deeply significant — but you have had about 10 months, after all, to become familiar with them, and I think I would do better with my brief time today to go into more depth about the Administration's second major educational initiative of the past year. This, of course, is the Better Schools Act of 1973, now before the Congress.

The Better Schools Act of 1973 epitomizes this Administration's determination, in response to wide public concern, to place the major decisions on the use of Federal education money where they belong — squarely in the hands of State and local education officials.

I intend to run through with you the major points of the Act, but before doing so I want to respond to the oft-heard criticism, based on a misconception, that there isn't enough money in it.

Actually, there isn't any money at all. It is not a money bill. It is simply a new and better delivery system for Federal funds. The funds that will be delivered must be made available by a separate appropriations act. An appropriations bill is now before Congress also.

The Better Schools Act calls for a major withdrawal of Federal government control over the expenditure of funds for more than 30 different categorical Federal programs. Under its provisions, Washington would no longer in effect sit as a national school board and prescribe how funds for each of these programs should be spent. Instead, the money would be turned over to each State under one broad grant authority, with each State gaining the flexibility to tailor the programs to its needs.

During the current fiscal year the 30-plus categorical programs are scheduled to receive $2.521 million in Federal funds. For the fiscal year 1974, under the Act's grants consolidation concept, the Administration is seeking $2.525 million.

Clearly, categorical programs have had a profound and for the most part beneficial effect on American education. However, I think we have to ask ourselves how many more such programs can be added to the system without swamping it completely.

Each category requires that local school systems meet special guidelines, rules, and regulations if they are to receive Federal funds. Usually there are complex reporting and matching fund requirements and audits. At the State education department level we see so-called "single concern" offices springing up to deal with the requirements of single programs, while in the U.S. Office we have hundreds of men and women assigned to reviewing mountains of detailed reports when their time might otherwise be devoted to giving technical assistance to State and local education agencies.

The Better Schools Act recognizes these drawbacks. It is rooted in the philosophy that local educators, parents and civic leaders know best how to meet the educational needs of their children; that there should be more genuine citizen participation in deciding educational objectives at the local level, in establishing priorities, in identifying resources, and in establishing valid measures of success.

The 30-odd programs consolidated by the Better Schools Act fall into five broad areas where there are strong national interests in strengthening school programs. The five areas are "impact" aid, compensatory education for the disadvantaged, education for the handicapped, vocational education, and supporting services and materials.

Here is how the allocations would flow from the Federal Government to the States:

From the total amount appropriated, an allocation for the education of students whose parents live on Federal property would be distributed in proportion to the number of those pupils who live in each State. These funds would have to be passed through by the State directly to the "Federally impacted" districts enrolling the students. A local district could use these funds for any educational activity, just as it is authorized to do under the current impact aid program.

Next, three percent of the remaining appropriation would be set aside for educational programs in such outlying areas as Guam and Puerto Rico, and to meet the educational needs of Indian children served by schools operated by the Department of the Interior.

After these sums have been deducted, 60 percent of the remaining appropriation would be allocated for compensatory education of the disadvantaged.

What was left would then be allocated as follows: education of the handicapped, 16 percent; vocational education, 43 percent; supporting services and materials (such things as textbooks, equipment, adult education, supplementary educational centers, research, and pupil personnel services), 41 percent. These funds would be distributed among the States in proportion to the number of children aged 5-17 who live in each State.

Funds for the handicapped, vocational education, and supporting services would be distributed by the States at their discretion and in accordance with plans the States would draw up.

No funds could be "shuffled" or transferred out of those earmarked for aiding disadvantaged, and none could be added to those earmarked for impact aid. Otherwise, States would have the option of reshuffling up to 30 percent of their allocations for education of the handicapped and vocational education, and 100 percent of supportive service funds.

The allocations for impact aid and education of the disadvantaged would have to be passed through directly to the local districts in which the children to be served live.

To enlarge briefly on some of the provisions of the Better Schools Act as they relate to the disadvantaged —

This program would:

1. Concentrate spending to provide a substantial expenditure for each disadvantaged child served.
2. Direct funds for the educationally disadvantaged to schools with high concentrations of eligible children.
3. Require that 75 percent of the funds set aside for aiding the disadvantaged be used for teaching the basics of reading, writing and arithmetic.

Last month, in testimony before the General Education Subcommittee of the House, Secretary Weinberger stated that "the most important feature of our Better Schools Act is the comprehensive new program it would authorize for education of the disadvantaged." These three special provisions underscore the Secretary's statement.

There are a number of other noteworthy features in this far-reaching Act. It contains a set of last-resort remedies the U.S. Office of Education may apply when a State can't or fails to use the funds for the purposes intended under its provisions. Its civil rights guarantees include specific protections for the rights of women, and another section requires equitable participation for nonpublic school children.

The Better Schools Act is a better delivery system that will put our detailed educational decisions where they belong, in local hands.

I appreciate the opportunity to appear before this opening session of the second annual AFT-QuEST Consortium. Congratulations again for holding it. I trust that something might develop from it in a productive way for the improvement of education of children in this nation.

RESISTANCE TO BUREAUCRACY: ENDS AND MEANS IN TEACHER ORGANIZATION*

DR. DONALD ARNSTINE
The University of California, Davis
DR. BARBARA ARNSTINE
California State University, Sacramento

Introduction. Philosophers of education are usually expected to make wise pronouncements about the aims of education. And people sponsored by the John

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* Originally titled: "Ethics and Teacher Organizations"

Dewey Society might well be expected to at least *mention* what progressive education was really all about. But over the years, we have had to come to terms with some uncomfortable truths: that one man's set of educational goals looks pretty much like another's, and is probably just as good, and that there were as many varieties of progressive education as there were progressive educators.

Now that these matters are out of the way, we would like to talk with you about how it happens that the schools we *get* are so nearly opposite from the ones we *want*. We will try to show why the bureaucracies that currently govern most of today's schools and school systems must inevitably defeat efforts to improve the education they ostensibly promote. We will also try to show that it is practical and morally justifiable to direct coercive action against these bureaucracies. Finally, we will offer some reasons why we should be concerned to prevent the growth of bureaucracy within our own unions.

Since the focus of our discussion will be on who it is that makes decisions in education, we will begin with the assumption that the teacher is only *one among many* people whose decisions control what goes on in his classroom. Experienced teachers are well aware of this, but we have some trouble trying to make it clear to our undergraduates who think they'd like to become teachers. These bright and enthusiastic young people usually believe that *their* teaching will significantly change the schools. Few of them plan to give their own students the same kind of treatment *they* got when *they* were in school. So our conversations with these young people often sound something like this:

Student: Dr. Arnstine? My name is Barbara Bright. I just entered the teacher training program, and I was assigned to see you. I guess you're my advisor.

Prof. A: Well, sit down and tell me something about yourself. Why do you want to be a teacher?

Student: Well, I love literature, and I think it will really be fun to teach kids to read good books and things like that. And I think I can do a good job — at least better than some of the teachers *I* had, that's for sure!

Prof. A: How can you be so *sure*, Barbara, that you'll be a better teacher than the ones who taught you?

Student: Oh, I had so many *mean* teachers. They had such stupid rules they made us follow and stuff like that. [pause] *I'm* not going to do things that way. When *I* teach, the kids are going to love it. I'm going to use interesting books — you know, paperbacks and things like that. I'm going to let the kids enjoy reading instead of forcing it on them.

Prof. A: Well, I'm glad to hear *that!* Now, where will you get these interesting paperbacks!

Student: Well, I'm not really sure — don't you just have the school order them!

Prof. A: Well, your school district may be stuck with last year's books, and it may not have the funds to buy any new ones. But even if you *had* the money to spend, the school board might not *like* the books you select. The board may think they're too radical, like Mark Twain. Or too dirty, like J. D. Salinger. Or you just might be teaching in a place like Texas or California, where the state board decides what books you'll use.

Student: Well, I never thought my teachers *had* to use those books. I mean, they were so excited about it — always pushing us to get through the material, and testing us, and telling us we'd never be ready for next year, or for college, or something!

Prof. A: Do you think that anyone will expect you to get *your* students ready for next year, or for college?

Student: Well, I suppose there *are* some things you have to get kids ready for. But you don't need to make them miserable. You can make it interesting and fun to learn, and have games and projects and all kinds of exciting activities like that.

Prof. A: Well, I admire your enthusiasm, but I'm curious about how you're going to have so much fun. Aren't you going to have *any* rules in your classroom?

Student: Sure, but not the kind *my* teachers had. Why, we even had to get permission to go to the bathroom!

Prof. A: You certainly must have had terrible teachers! Didn't you think it was unfair to have to ask permission when the students in the other classes were free to come and go as they pleased?

Student: Oh no, *nobody* was allowed to do *anything*. The teachers were *all* like that. They were all the same!

Prof. A: Well, isn't it funny how all teachers seem to be the same? Doesn't it make you wonder how they *got* that way?

Student: Oh, I suspect they just don't respect kids. They treat students as if they were all alike. They don't really *know* their students or understand them—

Prof. A. Look, Barbara, let me ask you a question. Suppose you've got a student in *your* class who's really trying hard, but he's a very poor reader. Compared to the rest of the class, he's a C student, but he *is* working very hard, and he *has* improved a lot since the beginning of the year. Now tell me, what grade are you going to give him?

Student: Well, [pause] I don't believe in grades, anyway.

Prof. A: Won't you grade him at all?

Student: I didn't *say* that! I mean, I know I have to give him a grade, but I sure hate to give him a C. [pause] I know! We'll have a conference, and I'll tell him how much better he's doing and how pleased I am, and that if he keeps on working hard he could even get a B *next* time.

Prof. A: I see, Barbara. You'll try to make him understand that you *have* to give him the C — that that's the way the *system* works, and it's not really your fault. But do you *really* think this student will still like you and respect you?

Student: [after a pause] Dr. Arnstine, do you suppose I could get another advisor? I mean, we must have a personality conflict or something. I just *know* I'll be different from the teachers *I* had, and I really think I'd better find an advisor who will support me.

Prof. A: Well, I'm sorry, Barbara, but I was *assigned* to be your advisor, and it would take a whole semester for the office to re-process your file. So I guess you're stuck with me.

Student: But I don't *want* you for an advisor!

Prof. A: I *am* sorry, Barbara, but you don't think *I* make the rules around here, do you?

Why School Bureaucracies Obstruct Education. This little dialogue has tried to show how institution rules and procedures control what teachers try to do in their classrooms. The control of these institutions is organized from the top down. Principals enforce rules in their own school buildings and are themselves constrained by higher level administrators who in turn are bound by the rules, values, and opinions that are influential within the community. This is a bureaucratic form of organization, and while bureaucracies often get a bad reputation for their impersonal operation and their red tape, *these* characteristics only distinguish malfunctioning bureaucracies. On the contrary, they are *intended* to promote efficiency, and bureaucracies have been formally defined as "institutionalized methods of organizing social conduct in the interest of administrative efficiency."[1]

Not all human groups call for bureaucratic organization. Families, small businesses and shops, some performing groups, and neighborhood volleyball teams can all operate without bureaucratic organization. But since most school systems are bureaucratically organized, we need to examine the value of this form of organization for explicitly *educational* undertakings. We will find two major shortcomings in educational bureaucracies: first, they are inappropriate decision-making structures for specifically educational goals; and second, they create an undesirable psychological climate for the people who work within them.

To begin with, educational goals are not of the right sort to be implemented by a bureaucratic structure. Bureaucracy aims at efficiency, but efficiency can be sought only when an organization's goals are relatively fixed and clear-cut, as in the case of manufacturing automobiles or operating the postal service. In contrast, educational goals are often necessarily vague, shifting, and open-ended.[2]

Some educators have tried to make their goals explicit and fixed by stating them in behavioral terms. While this may help in planning and evaluating classroom activities, we still need to formulate more general and less precise goal-statements. For without general and flexible conceptions of educational goals, we would have no basis for drawing up our lists of specific, behavioral objectives. It makes sense, for example, to maintain that citizenship is an educational goal, but it is foolish and politically dangerous to suppose that such a goal can be translated into a single list of explicit behaviors.[3] Citizenship, social sensitivity, and aesthetic taste are only a few of many goals that are open-ended — i.e., subject to continuous reinterpretation. As such, these kinds of goals simply do not lend themselves to efficient bureaucratic administration.

It has been suggested that *some* educational goals, like competence in reading, *are* relatively fixed and clear-cut. These goals, it is said, *can* be precisely measured, and instruction for them *can* be organized to produce the skills efficiently. But when we act on this assumption, we produce children for whom reading has been reduced to the mechanical utterance of printed words. Such children do not read critically, interpretively, selectively, or with pleasure. If these latter characteristics of reading are expected to be included among the outcomes of reading instruction, then goals in this area are as complex, open-ended, and thus interpretable as goals in the area of citizenship. Since reasonable people can disagree about what constitutes both good citizenship *and* good reading, then instruction in areas like these doesn't lend itself to the efficient organization that bureaucracies are intended to promote.

The second major criticism of bureaucracy in educational organizations lies in the fact that people frequently suffer psychological damage when their lives are regulated by a bureaucracy. Extensive studies in industry indicate that apathy and immaturity in workers is directly proportional to their distance from the top of the decision-making hierarchy.[4] Teachers working within bureaucratically organized school systems have been observed to be equally apathetic, e.g., in their infrequent and sparsely attended meetings,[5] in their reluctance to assert or defend their opinions in school,[6] and in their willingness to submit to inflexible routines.[7]

Some workers react to bureaucratic organization not with apathy, but with a zealous, almost slavish adherence to rules and regulations.[8] This anxious submission to the rules seems to preserve a person's sense of security, whether he is assiduously filling out the forms of the motor vehicle department, or routinely making sure that no one goes up the down staircase. We laugh at the stereotypes that result, but we conveniently forget that under the same bureaucratic conditions, we would act the same.

Another typical response of workers in bureaucratic organizations is to set standards of production lower than those set by management.[9] In industry this is called goldbricking, and it is just as commonly found in schools. Both teachers and children are subject to rules and standards set by the administrative hierarchy, and neither teachers nor children have any greater attachment to these standards than factory operatives have to the standards set for production lines.[10] Since it doesn't pay to produce any more than the minimum that is tolerable, plant managers, school administrators, and teachers come to believe that their charges — whether workers, teachers, or schoolchildren — are "naturally" lazy, apathetic, careless, and materialistic.[11] The logical status of this belief is similar to that of racist beliefs about Blacks, for it characteristically mistakes an effect for a cause. The victims of a type of social organization are accused of inherently possessing the personality traits which were in fact a *consequence* of that social organization.

To summarize, we have offered two main reasons why a bureaucratic form of organization is *not* appropriate for schools or school systems. First, the open-ended nature of educational goals does not lend itself to administrative treatment that aims at efficiency. Second, unlike an industrial plant, an educational system turns out no "product" the utility or importance of which justifies the psychologically harmful impact that bureaucracies have on the people who work within them.[12] If it is thus understood why school bureaucracies systematically undermine what teachers and students are trying to do, we will now try to show why coercion is the only sensible way of altering the organizational structure of schools.

Why Coercive Action is Both Practical and Morally Justifiable. Bureaucracies come into existence only *after* the purposes of a group of people have become clear and fixed. Since they operate to *facilitate* these purposes, the last thing we should expect is that a bureaucratic official would attempt to *change* these purposes or the routines adopted to achieve them. Administrators are expected to maintain efficient operations, and this maintenance function is directly opposed to every effort at making significant changes in the organization. For when you try to make a change, you necessarily threaten the efficiency of the routines and whoever is employed to maintain them.

Thus average administrators either discourage change or simply ignore people who are trying to institute changes. In most cases this works. People trying to promote change are usually trying to fulfill their normal responsibilities at the same time, and because they are thus doing two jobs, their energy and enthusiasm is eventually worn down. But superior administrators do a great deal more than simply out-wait efforts at change. They actually encourage it and heartily accept innovations. But these innovations are soon transformed in order to fit smoothly into the pre-existing routines.

Thus people with a reputation for educational and administrative leadership can indulge in the rhetoric of change, encourage the activities of innovative people, and still maintain their characteristic operating procedures. What *will* change, of course, is the language that refers to the standard routines. We will talk about "listing behavioral objectives" instead of "writing lesson plans"; "programmed instructional materials" instead of "workbooks"; and "internship" instead of "student teaching." In this way laymen and even school boards come to believe that significant changes *are* being made in the schools, although the only *real* changes have been in the constantly increasing number and complexity of rules, regulations, procedures, qualifications, and forms. And, of course, we have had to hire more administrators to coordinate all of the additional paperwork.

Since the purpose of a bureaucracy, and the hierarchy of decision-making officials who serve it, is to maintain the status quo of an organization, then significant changes can occur *only* as a result of pressures brought to bear from *outside* the organization. It is important to focus on the term "pressures" here, since mere proposals, requests, pleas, and arguments will not do the job. We have seen how they can be ignored or co-opted, and we can understand why that is their destiny. On the other hand, to exert pressure is to take coercive action. "Fly me to Havana or I'll blow your head off," is a paradigm case of coercion, but there are many other kinds of instances, e.g., a student sit-in that threatens to be maintained until tuition is lowered; a strike to gain higher wages; a threat of dismissal unless an employee follows administrative rules; a consumer boycott of products until a manufacturer changes its employment practices; the withdrawal of federal funds from agencies that investigated illegal activities of federal officials. The bureaucratic officials against whom such action is taken are by definition not at liberty to subvert it, because they would have something to lose by doing so.

Coercion continues to dominate men's relations in economic and political life, although its use by one person against another is often deplored. But in our consideration of educational changes, we are not concerned with relations between persons as such, but rather with the relations between persons and formally organized bureaucracies. A formal organization must adopt goals that are clear-cut and quantifiable. For this reason, the administrator of a school system must aim at what can be easily stated and measured, like improving first-grade reading scores, or reducing the number of drop-outs, or qualifying as many seniors as possible for college. Goals like these *can* be implemented by efficient organization, and school officials can make decisions about them without having to raise any moral questions at all. School administrators, then, are concerned with *how* to achieve goals, and not about the legitimacy of those goals.

But while the administrator may not consider the ethical implications of his decision, people outside the administrative hierarchy may look at matters differently. They may judge an official's decision or a school system's objective as morally right or wrong. But the school administrator, committed to the promotion of efficiency, can consider only whether his decision enhances or obstructs the organizational objective. If the goal cannot be easily quantified, then it can safely be ignored.

In contrast to the decision-making habits of officials, others who are employed and served by bureaucracies are advised to behave toward the organization according to ordinary standards of morality. They are expected to be fair, honest, and loyal. Yet it is an accepted practice to hire, promote, and fire those people on the basis of efficiency and seniority, quite apart from considerations of honesty, fairness, or loyalty. And those who do not conform to the organization's rules may be threatened with dismissal, even though the rules may be irrelevant to the purposes that are ascribed to the organization. To a person who works for a living, the threat of being fired is far more coercive than a strike ever can be to an administrator.[13]

Thus if we understand that bureaucratic officials cannot recognize moral obligations in their behavior toward persons, it should be clear that persons can have no moral obligations to a bureaucracy. Teachers, for example, *do* have moral obligations to children and their parents, and to each other. They also have legal obligations to their employers. *But teachers do not have any moral obligations to the school systems for which they work.* Thus if a group of teachers found their school administration unresponsive to requests, rational argument, or moral suasion, there could be no moral objection to their taking coercive action.[14]

There is nothing unethical, and there is much that is practical, in the use of coercion as a means of educational change. And since non-violent coercion can seldom be exercised effectively by individuals acting alone, teachers' unions have facilitated the cooperative action that is necessary for educational change. But an organization of teachers can become just as large, complex, and bureaucratized as any other formal organization. If this should occur, educational change will be just as unlikely as it is when decisions are monopolized by an administrative hierarchy. Thus we need to examine the particular danger of a bureaucratized teachers' organization, and what might be done to avoid it.

Resisting Bureaucracy in Teacher Organizations. The history of teacher unionization is the history of an organized resistance to intolerable economic conditions. But it is also a resistance to intolerable working conditions. Teachers, who have invested time, money, and effort in professional training find that *their* expertise is ignored when decisions are made about teaching and learning. Thus a teacher's working conditions are intolerable because they are not *his* conditions — they are made by someone else in the school hierarchy, and he is expected to live with them. The growth of the union is usually described in economic terms, but it can also be seen in terms of the growth of a professional *teacher* — rather than a baby-sitter, policeman or programmed instructor.

As a consequence, it seems almost paradoxical to say that the very organization that was formed by teachers to gain their rights as professionals could endanger those rights. But any organizational structure can become a bureaucracy, and as it grows in membership, the desire for efficiency often leads to bureaucratic forms of decision-making. Decisions about working conditions for teachers might begin being made at the top of the union organization, just as they are now made at the top of the school structure. And for those teachers who had hoped that this professional organization would support their efforts to make their own decisions, a bureaucratized union would be a disaster.

If such a disaster is to be avoided, individual teachers must retain a direct voice in the affairs that affect them. They must be in control of what goes on in their own classrooms, and they must, with their peers, participate in setting the economic and procedural conditions of their employment. Thus the temptation for union leadership to undertake a goal-setting function must be overcome.

We would suggest that in the sensitive area of setting goals, the union's greatest contribution lies in the help it can give teachers in finding the time to work out their own goals. Teachers know that they spend too much time in the classroom, and not enough time thinking about what's *worth* doing, and talking it over with their colleagues. From the side of the student this is undesirable, for it prohibits him from working on his own, free of constant supervision. From the side of the teacher it is equally pernicious, for it encourages the development of routines that dispense with forethought and analysis. Thus the need of students for independent work is matched by the need that teachers have for the time it takes for planning and reflection. To help the public understand this, and to win the time without which there can be no professional autonomy, should be a major objective of a teachers' organization.

The *heart* of teaching, then, lies in the freedom to choose the means and ends of one's own activities. *Thus what our union does can be judged as worthwhile or not in terms of the extent to which it either increases or reduces the autonomy of teachers*. And by assessing the impact of the union on teacher autonomy, we can also tell whether bureaucratization has begun to interfere with the achievement of the purposes of teachers. A few familiar examples will help to clarify this point.

The power to choose one's own classroom materials provides considerable autonomy for teachers. So does an increase in salary. The presence of educational specialists in a school system who can offer teachers additional resources is another way of increasing teachers' autonomy. And so is a duty-free lunch period. In each of these cases we can consider *both* the specific benefit that is the focus of organized effort, *and* the degree to which autonomy for individual teachers is increased. As long as union action advances *both* of these objectives together, the danger of bureaucratization is minimal.

But the pursuit of *some* specific goals may at the same time reduce the autonomy of individual teachers. As an example, consider the case of paraprofessional workers in schools. Depending on how they are used, paraprofessionals can be either a threat or a great help to teachers. Low-salaried teachers' aides *can* be used by some school districts as an excuse for increasing class size, and as a way of challenging the authority of teachers who never asked for aides in the first place. On the other hand, adult members of the community can significantly help some teachers to achieve their educational goals. Since the proper utilization of paraprofessionals is an important and difficult question, the role of a teacher organization in establishing rules about their use is critical.

One can imagine the union approaching this problem by distinguishing between teaching and non-teaching tasks, and demanding that school authorities observe these distinctions by hiring paraprofessionals only for the non-teaching tasks. But under these conditions, what a teacher is expected to *do* becomes a decision the *union* makes rather than the individual teacher. Now teachers, in the light of their own goals, might disagree sharply about which tasks are, and which tasks are not, appropriate for them to perform as teachers. For example, some primary grade teachers might consider helping children with coats and boots a significant teaching act that shows their personal concern for each child. But others may view this as simply a time-consuming job to be delegated to someone else. Thus if we *must* have rules defining the tasks that are appropriate for teachers to perform, the autonomy of individual teachers will be threatened no matter *where* the rules come from — the school administration *or* the union administration.

To carry this example a little further, here is what a union *can* do in order to protect the autonomy of individual teachers in utilizing paraprofessionals. First, it can prevent the creation of *any* lists or guidelines defining the tasks appropriate for teachers. Second, it can support the judgments of individual teachers in deciding whether they want to use paraprofessionals and, if so, in what ways. And third, it can help teachers make more informed decisions by making available relevant research and encouraging professional debate on the topic.

In the use of paraprofessionals, as in most other situations, school bureaucracies can be relied on to provide lists and guidelines. They are, after all, *supposed* to prescribe routines, and to judge personnel on the basis of their efficiency in carrying them out. The great temptation is for the teachers' organization to develop a counterlist, its own alternative guidelines. Something as precise as a list *seems* to provide a clear basis from which to negotiate. But this is a trap for the unwary. Lists and guidelines, when taken seriously, only destroy the autonomy of teachers. To protect it is an endless responsibility, and to those outside the profession it is hard to understand because so many instances of autonomy look so different from one another. But the teacher needs the freedom to make his choices, learn from his mistakes and from his colleagues, and try to make better choices the next time around. This freedom is just as threatened by the rules of those who respect and represent teachers as it is by the rules of those who view teachers with suspicion and seek to control them.

Teaching is a continuous *process* of choosing, acting, and reflecting. It cannot simply be reduced to a list of "teaching acts" or a "cause" of student performances. Other peoples' rules seldom make a good teacher out of a poor one, but they inevitably distort and destroy the continuous process of teaching. When the union is supporting teachers, it will defend this process. It will defend the freedom of teachers and students to work and to learn together.

Notes.

1. Peter M. Blau, BUREAUCRACY IN MODERN SOCIETY (New York: Random House, 1956), p. 60.
2. Dewey summarized this feature of aims in education in the following way: '' . . . it is well to remind ourselves that education as such has no aims. Only persons, parents, and teachers, etc., have aims, not an abstract idea like education. And consequently their purposes are indefinitely varied, differing with different children, changing as children grow and with the growth of experience on the part of the one who teaches.'' In John Dewey, DEMOCRACY AND EDUCATION (New York: The Macmillan Company, 1916), p. 125.
3. This point is elaborated in Donald Arnstine, ''The Language and Values of Programmed Instruction, Part II,'' THE EDUCATIONAL FORUM (March, 1964), pp. 340-41. A somewhat different type of argument has been forcibly offered by Leonard Waks, who concluded that ''exhaustive behavioral conditions for most mentalistic aims can not be stated.'' See Waks, ''Philosophy, Education, and the Doomsday Threat,'' REVIEW OF EDUCATIONAL RESEARCH, 39:5 (December, 1969),pp. 615-618.
4. See Chris Argyris, PERSONALITY AND ORGANIZATION (New York: Harper and Brothers, 1957), pp. 60-66.
5. See Myron Lieberman, THE FUTURE OF PUBLIC EDUCATION (Chicago: University of Chicago Press, 1960), p. 192.
6. See Harmon Zeigler, THE POLITICAL LIFE OF AMERICAN TEACHERS (Englewood Cliffs, N.J.: Prentice-Hall, 1967.)
7. A striking example is furnished in Gerald E. Levy, ''Acute Teachers,'' in GHETTO SCHOOL (New York: Bobbs-Merrill Co., 1970), reprinted in Glenn Smith and Charles R. Kniker (eds.), MYTH AND REALITY (Boston: Allyn and Bacon, Inc., 1972), pp. 215-225.
8. See Frederick S. Burin, ''Bureaucracy and National Socialism: A Reconsideration of Weberian Theory,'' in Robert K. Merton, *et al.* (eds.), READER IN BUREAUCRACY (New York: The Free Press, 1952), p. 43.
9. A classic example of this may be found in F.J. Roethlisberger and W. J. Dickson, MANAGEMENT AND THE WORKER (Cambridge, Mass.: Harvard University Press, 1946), pp. 379-548.
10. The similarities between schools and factories, and the unfortunate consequences that result, are discussed in Murray L. Wax, ''How Should Schools be Held Accountable?'' in P. A. Olson, *et al.*, EDUCATION FOR 1984 AND AFTER (Washington, D.C.: U.S. Office of Education, n.d.), p. 60, and in Samuel Bowles, ''Unequal Education and the Reproduction of the Social Division of Labor,'' in Martin Carnoy (ed.), SCHOOLING IN A CORPORATE SOCIETY (New York: David McKay Company, 1972), p. 50.
11. See Argyris, *op. cit.*, p. 123.
12. More extended discussion of both theses may be found in Donald Arnstine, ''Freedom and Bureaucracy in the Schools,'' in Vernon F. Haubrich (ed.), FREEDOM, BUREAUCRACY, AND SCHOOLING (Washington, D.C.: Association for Supervision and Curriculum Development, 1971,) pp. 3-28.
13. In this regard, John Dewey wrote, ''Those who engage and dismiss[teachers] have great power. It is often exercised irresponsibly, and in many places there is a process of subtle or overt pressure and even intimidation. In order to get courage to revise instruction, teachers need the active support of . . . the elements of the community that have common ends with them and that are already organized.'' See Dewey, ''Economics and the Social Order,'' (New York: League for Industrial Democracy, 1949.)
14. See John Ladd, ''Morality and the Ideal of Rationality in Formal Organization,'' THE MONIST (October, 1970), p. 508. This discussion of the moral dimensions of rational decision-making in formal organizations owes much to Ladd's argument.

THE FEDERAL GOVERNMENT AND EDUCATION: WATERGATE, THE SCHOOLS, AND THE SOCIETY

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The late Robert Lovett, who was an advisor to many Presidents in both political parties, used to say that policy-making in Washington was very much like love-making among the elephants. . . . Today, no visit to Washington is complete without making reference to Watergate, so I'd like to say that in my view, Watergate is very much like love-making among the elephants. In Robert Lovett's words, the reason is that there's a great deal of noise and trumpeting, everything of significance occurs at the highest levels, and then nothing comes of it for years.

We ought not to look upon Watergate and the mood of our times as isolated incidents, quirks, or pranks, but rather as a kind of a mood which reflects two constants of this time in which we live.

First, I see a rather profound contempt on the part of the people in power, some in the Congress, more in the executive branch, for people and their human needs. There is also a profound contempt for government, for the people who work in government, and for the processes of democratic government.

I'd like to give some evidence of this.

First of all, this Administration has been talking from the beginning, and before the beginning, about the "welfare mess." Yet, after coming close, there is no plan at the present time for sending up legislation to smooth out the so-called "welfare mess." This Administration has given up on the people who need help, in whatever way we want to call it, in the welfare system.

Secondly, there is a wholesale gutting of programs which have been promised by government in the past — by Republicans in the Congress, as well as by Democrats — programs which have been signed into law by Presidents of both political parties.

It doesn't matter whether a program is good or bad. If you'll look at the justification by the Health, Education, and Welfare Department for the programs to be terminated, you'll see that certain programs are being terminated because they have been successful — the mobile library programs are so successful that we don't need them anymore, even though the American people do not have library service in many communities, and even though libraries are being forced to cut back their hours.

One of the greatest successes of our times, and one that the Nixon Administration has taken credit for in the past four years, is to be cut in half this year again because it is successful, even though the program design calls for additional money — this is "Sesame Street."

The President, in the third place, has said that he's not going to follow LBJ's bad example of overpromising. Yet, if you look at the record of what the Administration has proposed in the field of education and human resources, you'll see that there is an abundance of broken promises. Let me give you two of the largest ones in terms of dollars: The President promised $1.5 billion over two years to help communities deal with the painful problems of desegregation. His own budget calls for less than ⅓ that amount in the two-year period. The President said that he would send to the Congress major recommendations for straightening out the mess in school financing throughout the country. Thus far, the only thing that has come before the Congress is tax help for parochial schools, to be paid for by cuts in the public-spending area.

A fourth piece of evidence, at least in my book, of the profound contempt for people and their human needs is the great shell game of our times, revenue sharing.

If the federal government cuts your local programs for school aid, for housing, for health, for antipoverty funds, well, go to the states and localities and get revenue-sharing money. There's $5 billion out there. If your taxes are too high, and you want to hold them constant, or you want to roll them back, you've got $5 billion in revenue-sharing money. If you want to innovate, and try some new programs, fine — you've got $5 billion of revenue sharing. Any question, any need, any human requirements, you've got revenue-sharing money.

Well, to paraphrase poorly an old expression, "Never in the history of politics have so many people been promised so much out of the same $5-billion pot of money."

In the fifth place, it seems to me that the rather clinical use of educational "research" against the intelligentsia by the Administration to justify cutbacks and nonactions is something of a "high" for people who care about integrity in government and care about meeting human needs. . . .

If we want a society that we can be proud of, we don't have to wait until the research gives us the answers to how best to spend our money. We know full well that there are literally several million children in the United States who, according to any reasonable estimates, either have problems in nutrition, problems of hookworm, or problems of auditory and sight deficiency. We know that approximately 45 percent of all the handicapped children in the U.S. are not being served. We know that approximately 40 percent of our schools do not have breakfast programs. We know that there are millions of children who don't have shoes. How much research do you need before you justify public action on behalf of those very elementary needs? Yet, we have a situation in which our leaders are telling us, "Why throw good money after bad?" The people are told that there is more research needed, and until the results are in, why waste money on bad programs?

They also put another load on the school. They say that since education hasn't solved the major problems of society — inequality, racism, unemployment — education expenditures would better be channeled into expenditures elsewhere. Well, that's an interesting argument and it may have some surface validity, but I ask you where are the other expenditures? Are they in housing, health, antipoverty fields? Are they in unemployment? . . . If you look at the programs that were directed at particular human needs, you know then as well as I, that spending is down between 4 and 34 percent in the major areas of housing, health, and education.

Where is it up? Not in the areas of human needs, but as you well know, in the Pentagon, and in the interest on the national debts being paid to others, because government obligations are near an all-time high.

I want to comment, too, on the profound contempt that I see in this government for government itself. I'm not going to talk about the prerogatives of the Congress, and issues of impoundment, issues of executive privilege; those you have read about. But, where I sit and work in Washington, with a whole host of federal officials, I'm angered by the difference between the rhetoric and the performance . . . there has never been more turmoil in organization and personnel in recent times. The tenure of Commissioners and Secretaries, which was always ridiculously low within the past 10 years, is approaching a new low.

In less than four years, we now have our third Secretary of HEW, and it's no secret but an open fact that he's preparing to run for either senator or governor of California. Weinberger may make a good senator or a good governor, but I wonder about the ethic of government which says in effect that a huge department upon which millions of people depend, which is the largest department in expenditures other than the Pentagon, is up for grabs in two years or less.

In the Office of Education, which has been reorganized repeatedly, many of the people that I work with in relatively high government positions have been reorganized, so help me, eight to 15 times in the last four years. And, I can prove it. There is no organization chart, there is no telephone book, there is no office directory that is valid for more than a week or two at a time. Now, we can laugh about it, but it represents a tragedy in human terms; in governmental terms, it represents a tragedy in making good use of the resources that we, the taxpayers, provide for education and for other human services.

(I might add, parenthetically, if you go to the third and fourth floors of Federal Office Building No. 6, the Office of Education, you will have to ask yourself whether there really is a shortage of funds in this country, whether there really is a cutback in education. I think Jack Anderson is busy these days with other matters, but I wish somebody would take a look at the amount of money spent to refurbish the third and fourth floors in recent years for media centers, expensive furniture, expensive carpeting — the best.)

Yet, this is the tenth month of fiscal year 1973, and there is no budget for education and many other human programs. And there is no chance, really, of a budget coming out in fiscal year 1973, except in a very few places. And we do not know whether continuing resolutions are to be funded at this level or at that level. No one seems to be able to want to say, "These are dollars you can count on." And yet we talk about management and efficiency and integrity in government.

Another instance: the Administration sends up its special revenue-sharing bill — the so-called Better Schools Act (sometimes called the BS act) — and it says to the Congress, in effect, "Take it or leave it. We have no contingency plans for failure. If you don't buy revenue sharing and the Better Schools Act, we won't fund your existing programs."

This is profound contempt for the democratic process, and the Congress of the United States. I believe in consensus building, I believe in negotiations, I believe in compromise, and I think you do, too. And yet, we have a situation where people say, "We are the Executive Branch, we tell you what you ought to do, if you don't do it, we won't fund your programs. Do it our way." And this goes on, day after day.

Roy Ash, director of the Office of Management and Budget, says he's going to reshape the entire government, to carry out Presidential priorities. What ever happened to the notion that the President shall faithfully execute the laws of the United States? Oh, no! The President is going to set Presidential priorities, and the entire government, all 2½-million employees, is going to carry out his priorities. I think the absurdity of it all is patent, and I think we have to remember the big picture when we talk about our somewhat smaller educational concerns.

We can tinker with this or that program, this or that title, and we can raise appropriations by "x" percent, and we should, and we will; but the big picture is, I think, more appalling than any of us have been wont to recognize.

Where does it all bring me to? I don't know — except that I do remember that in the early days of our country (and we are preparing to celebrate our Bicentennial), we were very proud to have a national flag with a motto inscribed, "Resistance to tyranny is obedience to God." I guess I still believe that.

COMMENTS

Mr. MEGEL: Thank you, Dr. Halperin, for your wonderful presentation. You know, you mentioned "The Watergate." The Watergate episode was a criminal act, more serious than the criminal scandal during the Harding Administration. It is more serious because it has greater immensity. It is more serious because its intention was to undermine the two-party system which constitutes the backbone of our democratic system of government. That is the real tragedy and damnable thing about "The Watergate." And it could, if carried to conclusion, lead to an autocratic form of government. That is the real danger.

I am going to ask Bill Simons to respond here. Bill Simons is the president of Local 6 in Washington, D.C. He has had his problems here with the federal government. A year ago, Congress gave the policemen and firemen a 17% increase in salary and it gave the teachers 7%. Well, Bill fought this battle and can tell us something about "the federal government and education."

Mr. SIMONS: I do not know if they will be of any value to you or not, but all of the things that Sam mentioned in terms of the national scope, we in the "Last Colony of the Union of States" feel doubly. Talk about contempt of people, it is not only the executive branch, it is also the legislative branch where we have to deal with this same kind of contempt. I am quite sure that all of you are aware of the struggle that has been going on for many years for self-determination for the citizens of the District of Columbia. I will tell you what this does in terms of the educational process here in the District.

For example, 1972 was the first year in about a dozen that the budget for the city (that includes funds for the Board of Education) was enacted before the beginning of the Fiscal Year. Actually late 1971, I suppose, was the highwater mark when we finally got our budget signed by the President, on December 23, 1971. The funds were not actually released until January 1, 1972. And of course, they all had to be expended by June 30th. To give you an example of what this does in terms of the educational programs, Congress decided, after listening to many years of pleading by the people in the District, that, indeed, more funds were needed for the special education programs. So what did they do? They said, all right, we will give you $3 million for special education. However, they took that $3 million out of the regular education! So, in effect, they did not give us any more money; they simply transferred $3 million from the regular budget. Then they said, all right, you have to spend it by June 30, 1972. . . .

This year, with the impoundment of funds and impacted aid, we really do not know what you are going to get in the final analysis. Normally, for the past two or three years our impacted aid budget has been in the neighborhood of $4 million. Under the new formula, they are talking about $497,000. However, in the meantime, we have not gotten anything. But they told us to go ahead and spend at your usual rate, at $4 million. Now, with the supposed release of impact aid funds, we might get in the neighborhood of $1.2 million if we are lucky. So, it is this contempt for the human needs of people that is really devastating. And we in Washington, D.C., not only feel it from the executive side, but from the legislative side as well. As I said to Brock Adams, the good friend of the District, when he was holding hearings on home rule, when you and other friends of the District are willing to hold up the works for the entire country until the residents of the District of Columbia get self-determination, then I will believe that you are "for real."

Ms. IRONS: After listening to our speaker, the one thing I can say is "Amen."

I want to tell you very briefly about Gary, a city you have heard a lot of talk about — how great things have been out there. We have a school system with about 45,000 children; over 50% of those children have been designated as being Title I eligible. However, with the present funding which we have been able to get, we service less than 20% of these children. We had hoped that at some point we would be able to, at least provide services for *all* of those children. With revenue sharing, we have to go to the state legislature, and a Republican governor, who will not give us any money with which to operate.

A representative from the Office of Education told us this morning that there will be specific guidelines, that our school system will still get the same amount of money as was spent this year. But, he admitted, quite frankly, that approximately 16 million children in this country were educationally deprived, that right now they have exactly 6 million children who are being given some kind of assistance. And we all agree that it certainly is not enough.

The problem that we face (and I think is probably evident not only in Gary but in other urban areas) is that we have identified problems and we know what children's needs are. We do not need the NIE to tell us what we need. We get kind of disturbed about it, because we feel that things are "going on." And we want to do something about it. Then we come to Washington and read the *Post* and find nothing but inaction in Washington, D.C. We read the papers on the state level and find a lot of inaction; and on the city level, the same story, inaction. I think we have learned something from the QuEST Consortium so that we can go home and start some *action* programs. It is only through *action* that we are going to be able to meet the needs of the children in this nation.

Mr. SELDEN: In listening to Sam Halperin and thinking about this Administration, I am reminded of Senator Goldwater's remark which I think he was very sorry he made, once it slipped out. He said that "extremism in the defense of liberty is no crime." The motto of this Administration is: *immorality in the defense of morality is no sin.*

The refusal of the Nixon Administration to provide funds for education not only short-changes millions of children all over the nation, forcing them to go to inferior schools and receive inadequate educational service, but by throwing the responsibility of financing education back to the state and local level, we are forcing state governments to go into essentially immoral tax programs, programs that bear heaviest on the poor.

For example, take the great state of New York which at one time had a progressive tax system. Under the Rockefeller administrations, what have been the new taxes? Off-track betting, the lottery, and an increase in the sales tax. The budget squeeze resulting from failure of the federal government to carry its fair share of the costs of education forces state and local politicians to resort to "painless" - but socially undesirable - ways of raising money.

The President is supposed to provide leadership for us all. He is supposed to bring out the best in us. Abraham Lincoln never forgot that. During times of great tribulation he always remembered that he had the responsibility for presenting a moral standard that the country could look up to. President Nixon forfeited that role when he used racism for political effect in his anti-busing statements during the summers of 1971 and 1972. We have a right to expect more.

You can not create social responsibility in an advertising house. Glib practitioners of public relations write social policy for the United States. "If it sounds good, say it!" What a terrible thing. I would like to hear the President of the United States say, "Yes, we must have good schools. We *can* spend the same percentage of our gross national income on educating the young as do some of the more progressive countries of the world."

I am on a (I am not certain it still exists) committee set up by the Commission on Intergovernmental Relations. COIR is a rather august body set up during the Eisenhower Administration when someone realized that our federal levels of government are very difficult to coordinate. The Commission was set up with members of Congress, Senators, some high level people from the Administration, and representatives of state and local governments. Out of this group of about 35 people, there is not a single person who has ever had anything more to do with schools than attend them! There is no champion of education, yet 40% of the cost of government at the local and state level goes to the support of schools.

The committee of which I am a member was set up to give advice as to the proper role of the federal government in relation to the support of education. We were given two weeks to come up with the answer. Then we found out that staff people had been working on this problem for two years and already had prepared a report which said that education should be a state responsibility. We blasted away, but that is all the good it did. COIR supports the Nixon Administration line which opposes expansion of the federal role.

In a meeting with representatives of the Commission, its chairman asked us this question: how much money should be devoted to education? People hemmed and hawed and the NEA presented a formula saying that the federal government should pay ⅓ - but ⅓ of what? First we must set a standard; otherwise the percentage is an empty thing. If the federal government were to take over a third of the present cost of education, we would not have an expanded service at all.

Finally I took a "crack" at it; I said that this is simply a "judgement call." We have to decide what things American society is going to spend income on and what things should have the most priority - and that is a political question. I would suggest that we agree that 10% of our gross national income be spent on education. Once we have done that, then we can figure out the most equitable way to raise the money and distribute it.

The Nixon Administration has asked us to take them on faith. I would like to conclude with an appropriate story. There was a teacher standing on the rim of Yosemite National Park when all of a sudden there was an earth tremor. The rocks crumbled and the teacher went plunging down that sheer rock face, a couple of miles down to the camp ground below. He flayed about with his arms and somehow managed to grasp the only tree growing on that cliff. As he was hanging there, he looked down at the camp ground and up at the cliff and yelled, "Help, Help! Is there any one up there?" There was a blinding flash of light and a roll of thunder and a great voice called out, "Have faith. Verily, I will save thee. Release thy grip." The teacher looked down, looked up again, and called back, "Is there anyone else up there?"

All teachers are looking for "somebody else up there" to rescue them and the schools.

THE QuEST FORUMS

The Role of Business and Industry in Education

Moderator: Mr. David Selden, AFT President
Panel: Mr. Charles Blaschke, President, Educational Turnkey Systems, Inc.
Dr. Allen Calvin, Chairman of the Board, Behavioral Research Laboratories
Mr. George Fischer, Chairman of the Board, Educational Facilities Center
Dr. John Sessions, Assistant Director, Department of Education, AFL-CIO

Introductory statement

David Selden

When I was a boy, there were two areas of the human enterprise which were considered to be beyond the pale of free, private enterprise: one of these was the post office and the other was the school system. They were both considered sacred and inviolate, not to be turned over to the predators of the business world. Spitting on the post office or the school steps was like spitting on the flag. These things were not to be trifled with in any way.

My, how times have changed! Now we have the post office supposedly set up as independent business enterprise, and there are those that think schools, too, should be turned over to private entrepreneurship.

We have a distinguished panel tonight; people who are well known in their particular field. I am not going to make any effort to give each one a twenty-one gun salute when I bring them on. I have asked each speaker to limit his comments to no more than ten minutes, and when they are through, I may have a couple of questions to throw to them, and see if we can get a little "cross-fire" going; then we are going to open it up to the general audience.

THE ROLE OF BUSINESS AND INDUSTRY IN EDUCATION

CHARLES L. BLASCHKE

In the next few moments, I would like to make several major points:

First, in discussing this subject, one must separate *business practices* which essentially relate to management *from industry* as a supplier of products and even services to public education agencies.

Second, business and management practices, regardless of where they originate, after a period of germination are finally beginning to emerge in public schools across the country; however, in too many instances they are being applied inappropriately or ineffectively resulting in many instances in backlashes, resistance, and only limited success.

Third, industry's role as a supplier of services such as technical assistance, evaluation, development etc., of materials and equipment varies across the spectrum in terms of quality, ethics, and generally needs improvement to radical change on part of industry but most critically on the part of the consumers, be "they" federal, state, or local education agencies. For several reasons, the role of industry will change. In terms of public support a bankruptcy has occurred in recent days by intellectually dishonest studies such as the Jencks' book, *Inequality*. At the same time, demands for accountability in various forms have been increasing. Changes in decision making patterns in public education are occuring, resulting in greater roles for state agencies and, most importantly, state legislators prompted less by plans such as Special Education Revenue Sharing but more by attempts to change methods of revenue raising and distribution in public schools. And ironically, decision making within schools is being increasingly delegated to individual school buildings affecting the nature and extent of industry's relationships. Decision making changes are occurring in federal agencies, such as decentralization of functions, increasing Congressional prescription of agency functions such as the NIE. Entangling alliances between the federal government and the private sector including both profit and non-profit agencies, such as universities, are being changed. And last the times, themselves, will pwerpetuate this changing industry-government relationship.

I am sure that many of you have heard of the various management models applied in public schools, such as the pyramid model, or the radial model. In my work with most districts across the country, I have found that the "Mushroom Theory" tends to explain school management in a more appropriate manner. Under this theory, the man on the top keeps all of them around and below him in the dark, hoping that something will grow and every once in a while just to let them know that he is still around, he drops a little "muck" on them. In a serious manner, the management models used in industry are not necessarily appropriate for the management of schools. After all, a working definition of school management is essentially "the management of resources, mostly people, in an efficient manner which will result in the improved performance and behavior of other people."

Let me be more specific about the problems and issues of school management.

First and foremost is the perception of most administrators to view school operations as a matter of "school keeping" rather than "managing for results". In far too many instances, school personnel "tune-out" when you discuss a problem from a "management point of view."

Second, as noted earlier, there do exist some serious technical problems in attempting to apply tools that are not appropriate because of the inadequacy of the "state of the art" for application in public schools. While one might use simulation techniques in developing a weapons system based on "laws of physics" and other generally accepted theories, it is difficult to simulate the learning process because of the lack of a theory of learning. In other instances the application of management tools has increased expectations unrealistically, while too many depended on "tools" at the expense of common sense and personal judgement.

Third, administrators are trained in school administration not management and are therefore more concerned with proscriptive (e.g., thou shalt not do) rather than prescriptive approaches (e.g., thou shalt do). I would venture to guess that most teachers are trained more adequately in classroom management than administrators are in district management.

Last, the greatest problem or deficiency in school management is the lack of incentives available for personnel who do a good job in increasing performance, results, etc. For example, no incentive exists to introduce change; rather the "minimax theory" seems to explain school operation where everyone is trying to minimize the maximum inconvenience for their superiors. Students who finish their prescribed courses of instruction are given homework to keep them busy or teachers who want variety or materials in the classroom are told by the purchasing officer that the cost of the request is much more than ordering single items in larger volume, and so on. What are the feasible management alternatives and tools that appear to offer some promise in introducing responsible management reform in public schools?

I have taken the liberty of noting a few which we have implemented along with our clients in over 150 school districts in 20 states. Some have been extremely successful in meeting their objectives while others are less successful.

First, performance contracting and turnkey operations have been used to bring change into public schools and as a low risk, low cost means for experimentation. The concept was designed to hold private corporations or other groups accountable for producing results and when demonstrated, to turnkey the program over to the existing school faculty for implementation. Most performance contracting projects have been more dependent upon the qaulity of school personnel involved in project management probably than any other factor. This was the case in the OEO experiment, where these interface problems did not exist. The projects were successful. OEO, for political and other reasons, has refused to recognize this problem so vividly pointed out in the recent GAO report on the OEO project.

Second, similar to performance contracting, the concept of performance budgeting has been implemented in states such as Michigan, which I am sure will be discussed at one of your sessions later during this conference. Essentially, the State Department allocated districts $200 per student for math and reading instruction over and above existing allocations with the contingency that the subsequent years' allocation would be based upon the number of students who achieved 75% of their objectives. Last year in Michigan, in probably the most successful education program in the nation involving over 135,000 students, the average grade equivalent gain in math and reading was 1.3 month's gain for a month in the program in math and reading respectively. In most instances the school districts allocated the funds directly to the building and the teachers collectively decided how to spend the funds. And, rather than spending the funds on additional staff, reducing class-size, teachers decided to spend 35% on new learning materials and learning systems. The Michigan model will become a compromise in terms of amendments to the existing ESEA legislation.

Third, "accountability," unfair without authority and responsibility, can be defined as a process for determining goals and criteria for measuring objectives through a participatory management process and rewarding those who do a good job. We have developed projects incorporating all of these techniques in Dade County, Florida, where students averaged between 50 and 300% above expected gain; Grand Rapids, Michigan and in Woodland, California where individual facilities will be budgeted a bonus of about 20% of their operating costs if students and teachers meet all of their objectives. In Grand Rapids using the unique COST-ED model which allows one to consider trade offs, faculties can not only earn money collectively for their school building but also receive funds based on cost-savings initiatives taken by the faculty as a whole. For example, if they decide to increase class size by two students, a review of the economic trade-off might indicate that this is equivilant to a $800 per class room savings. Hence, a certain portion of that savings will be allocated for their operating budget in subsequent years. Again, these techniques, such as education program audits, PPBS systems, and others, will be as effective as they are applied in an appropriate manner and will be dependent upon the capabilities and intentions of the people who use them.

Earlier, I drew a distinction between business and industry. I would now like to discuss industry's role as a supplier and specifically, the education industry that is in the education aspects of school operations, not facilities planners, air conditioning, etc.

First, a major question on most of your minds, I am sure, is whether or not there does, in fact, exist a Military Industrial Complex in education. My response is "No"; however, there do exist entangling alliances made up of "insiders" and "outsiders" in various areas and levels of government. Public education is too diverse a system to allow such a complex to be created, especially at the federal level; however, the recent scandals between industry and government will probably increase — not necessarily due to corruption but rather to less dollars being available. When federal funds are available, firms compete in terms of creative competition and imaginative proposal writing; when funds are cut, "cutthroat" competition occurs which breaks up these alliances.

A second question of some legitimate concern is whether or not the quality of goods and services provided by industry is adequate for our schools. As I stated earlier, it varies but it will only improve when schools, unions, associations, and federal agencies increase their technical competence in terms of specifying what they want, insuring quality control, and evaluating in such a manner to encourage quality work. While the consumer at all levels must demand quality, in far too many instances, schools are not managed to ensure quality control or in other instances, they are concerned with getting the most out of available dollars.

Third, in what direction does industry's role seem to be changing the most. Here I would argue that industry will become more and more involved in marketing and disseminating as well as providing technical services while school districts and even "buildings" and organized teachers will be responsible for the development of learning systems. While the decentralization of decision making to school buildings occurs, industrial marketing will change; yet, I sincerely believe firms are not recognizing the tremendous pool of creative resources at the classroom level; when and if given flexibility and freedom to create and wisely manage, they can produce the learning systems necessary to the growth of our children in an increasingly complex society.

In closing, I feel two comments are appropriate.

First, management of public schools is changing, and I suggest that you be an integral part of it. Effective "participatory management" during contract negotiations will provide leadership which will increase the quality of education in America.

Second, be thankful that industry attempts to make profits, for the beauty of the "economic man" is that he is so easy to predict; however, it is up to you to insure that it is only profitable for the firm when services or materials it supplies serve the public interest and the interest of the child.

THE EDUCATION INDUSTRY AND THE TEACHERS' UNION: SOME QUESTIONS AND A PROPOSAL

DR. ALLEN D. CALVIN

Last year one of the principal speakers at the QuEST Consortium said, "I really like Allen Calvin, and I will not apologize for that. I think he is an interesting man." I hope that at the end of this QuEST conference even more of you will be able to say, "I really like Allen Calvin, and I will not apologize for that. I think he is an interesting man."

BRL's interaction with the union has been very perplexing from our point of view. We expected to find the AFT our strongest ally in our continual battle with the educational establishment. Instead to our complete bewilderment, we have, on more than one occasion, found ourselves bitterly attacked by some members of the AFT as being "profit-making capitalists", "hucksters", etc. Thus, while the educational traditionalists such as certain state superintendents, school board members, and the like, were blasting us on the one hand, we were attacked with equal vigor by some AFT members.

This is not to say that individual AFT leaders did not lend us strong support in specific situations. They certainly did, and we are very grateful for it. But, unfortunately, on all too many occasions, the rhetoric from the AFT has been harsh and strident.

You may recall that never once did we reply in kind. We have consistently refused to engage in this kind of invective, because we felt that such a series of exchanges would only further the cause of the traditionalists within the educational establishment and certain other individuals who really did not want to support the public schools.

At this point, it might be well to briefly discuss some facets of our organization to see why we expected such strong support from you.

We were the first company to introduce individualized instructional materials to the classroom, and we received a very positive response from classroom teachers and a very negative one from the educational establishment. As you know, our programmed reading material destroyed Dick and Jane. In less than ten years, classroom teachers by demanding individualized programs such as our forced the publishers of Dick and Jane and similar materials to withdraw them from the market.

In the 1960's we made a strong commitment to the civil rights movement and we are particularly proud of our early work with Dr. King. We helped him obtain the first educational grant which HEW ever gave to a civil rights organization, and we have continued to press for progress in this area. Similarly, the AFT has had a long progressive record in civil rights and I am, of course, personally aware of the support given to Dr. King in Selma.

Our commitment to equal opportunity was initiated with the formation of the company. We were the first, and to the best of my knowledge, are at the present time the only education company with a Black man on the Board of Directors. Over fifty percent of our management is Black or Brown. Two of our division presidents are women and over thirty percent of our executives are women. We are aware of the hard work and dedication of the AFT in the area of equal opportunity and particularly in striving to force the educational establishment to recognize that an individual teacher should be judged on the basis of his or her ability, not skin color or sex or national origin. (Incidentally, over 80% of our management are former classroom teachers.)

We were instrumental in introducing the idea of para-professionals into urban classrooms and strongly urged the desirability of collective bargaining for them. You have, of course, been very active in this area also.

We have vigorously fought for the elimination of racist and sexist stereotypes in instructional materials, and have received national recognition for these activities. Similarly, the AFT has been engaged in the same struggle.

We have continually argued for the right of teachers to organize and to bargain collectively; we have advocated the agency shop, the right to make grievances and have those grievances redressed through impartial arbitration, and the right to withhold services. These positions are, in general, in accord with those the AFT has taken, and needless to say, have made us the subject of a number of anti-teacher attacks.

Our reading and mathematics programs have been implemented in almost every urban area in the United States with outstanding results. These results were always obtained by classroom teachers, and in most cities, these teachers were members of the AFT. We have never conducted a public school program that was not implemented by the regular classroom teachers. Our findings have been evaluated and verified by over forty independent, non-profit organizations, including the Institute for Development of Educational Auditing, the Rand Corporation, etc.

Unfortunately, the successful accomplishments of these thousands of dedicated teachers were often lost in the attacks made upon some of the findings both by traditional establishment members and some members of the AFT. "Confusing statistics," "misrepresentation," etc. and somehow or other, these barbs were hurled not at the evaluators but at least by implication at the programs themselves.

I am certain that some educational evaluators could improve their techniques, and that out of the hundreds of positive evaluations that our programs have received, there are, unquestionably, some where the evaluators could have done a more effective job. Nevertheless, the net effect of these attacks has been, unfortunately, not to improve the effectiveness of the evaluators in future situations, but rather to give aid and comfort to those individuals who do not believe that the public schools, particularly the urban public schools, should be given adequate support.

Jensen, Shockley, Coleman, and now Jencks, have all taken positions during the last few years which have been seized upon as "scientific" support by the "schools-can't-make-a-difference" adherents. There has always been a large body of public opinion in this country which believed that education for "those kids" was a waste of money. Now, for the first time they appear to have respectable support for that position. In truth, of course, Jensen, Shockley, Coleman, and Jencks are saying very different things than what is usually attributed to them, but it doesn't matter to those individuals who believe that urban children (which is often just an euphemism for Black or Brown children) can't learn and it doesn't make a damn bit of difference what you do. A kind of pearls-before-swine position.

There is a great deal of clear and definitive data at the present time that show that classroom teachers working with individualized materials such as ours can dramatically improve students' performance. Unfortunately these results have not been given the requisite amount of positive publicity and consequently the naysayers are carrying the day.

We have demonstrated over and over again, using standardized tests with their admittedly built-in anti-urban bias, that Black and Brown children from the most disadvantaged neighborhoods can actually gain at a greater rate than their surburban counterparts on whom the tests were normed. Yet, although these results were obtained in the vast majority of cases by union teachers, the AFT has typically failed to jump up and down and point with pride. It is true that the outstanding achievement by Philadelphia teachers in District Four working with our program two years ago was mentioned very favorably by one of your speakers last year and there have been other positive statements as well, but we have not received the kind of enthusiastic support that we had expected.

Partially, as a result, there is growing in this country a feeling that compensatory programs do not work and that therefore support for them ought to be terminated. In failing to give the lie to these comments by actively pointing out the fine things that have been accomplished, the AFT has been guilty of giving valuable assistance to these forces.

It just doesn't make sense to find the AFT allied with traditionalists within the educational establishment and individuals who don't believe in supporting the public schools. Yet in deriding the accomplishments of classroom teachers who have dramatically improved the learning performance of disadvantaged children, this is exactly the position that the AFT is taking. I was thinking about this paradox as I was reading last year's Consortium Yearbook and I found an interesting clue in a most unlikely place — a section on songs for the union. A verse of one of these songs goes as follows:

> "Suppose they're thinking up fancy plans, it's just outrageous. And bringing in some scabs for starvation wages, And you go to the super' and the super' will yell, Before I hire teachers, I'll bring in the B.R.L."

The implication seems to be that we are an organization that brings in strikebreakers at below union scale. This is so preposterous as to defy rational analysis. All of our programs in the public schools have been with regular classroom teachers at their regular salaries. I might add that I find it particularly galling since I personally was a member of the AFL-CIO before many of you were born and walked picket lines in the 1940's when the climate for such activity was a great deal different than such a climate is now.

The real fear, I think, is not that BRL will somehow or other bring in scabs for starvation wages, but rather that BRL or other education companies will somehow or other get in the position of "running" the public schools. For our part, we have no such inclination and wouldn't dream of taking on such an assignment. The urban school systems of this country are, in general, near bankruptcy, and who in their right mind would want to saddle themselves with such a mess?

But let's suppose that there really is some sort of plot afoot among the education companies to take over the public schools. Would that be so bad? Would you rather negotiate with the likes of Westinghouse, RCA, etc. or the representatives of the "people" of New Orleans, Philadelphia, Newark, etc.? If you had to strike, would you rather strike against a profit-making organization or against the present educational establishment? The public can understand and sympathize with a strike against a profit-making organization. It has difficulty understanding and sympathizing with a strike against "itself." It would seem to me that if I were a leader of AFT I would do everything in my power to change the present structure which has been totally inadequate in providing the necessary resources to enable teachers to adequately instruct their students. Certainly one avenue which I would want to explore would be to involve new entities from the business community who would have a long developmental history of working with unions. Unions for such companies are not a new and alien element in their universe.

Instead of responding with a knee-jerk reaction that involvement of business will of necessity be bad for teachers, you might examine the possibility that it could be the best possible instrument for bringing about meaningful change. Certainly the present state of support for urban education indicates the need for the involvement of all segments of society and the continued attacks on industry's involvement by the traditional educational establishment and the AFT may indeed be a good line for the establishment, but I have grave reservations as to its validity as an approach as far as teachers and students are concerned.

I would like to propose that the AFT consider jointly entering into a pilot project with us to demonstrate conclusively that the schools can make a difference and when properly supported will make a difference.

As a historical footnote, I might mention that several years ago we were approached by the leadership of the California Teacher's Association Chapter in San Bernadino to do just such a project. After a series of meetings with the chapter leadership and rank and file, we presented our initial proposal to the superintendent and some of his associates. We were thrown out.

However, "the times they are a changing." I am confident that there are school districts where enlightened administrators would welcome such a proposal. I think such a joint venture is long overdue and would be gratefully received by the public which is desparately looking for some constructive alternatives in the field of education.

Coretta Scott King, in a personal note to me about a year ago, said that her husband "had a dream that every boy and girl would be given a chance to improve the quality of their lives." If we work together we can make that dream a reality for every child in America. If we don't Dr. King's dream will turn into a nightmare with tragic consequences for all of us — especially our children!

THE ROLE OF BUSINESS AND INDUSTRY IN EDUCATION

GEORGE FISCHER

The increased use of the Pill, the erasing of the stigma of the use of contraceptives and a ground swell of social pressures for legal abortions will soon put America in a position where for the first time in the history of the world only the babies which are really wanted will be born. The implications of this for business and industry are profound. Particularly the business interests as they affect the education industry.

Couple this to the obvious declining and the leveling off of the school population, first in the suburbs and finally in the ghetto and rural areas, along with the problem of fewer tax dollars for education and the increased influence of the teacher in all decisions which affect the student and the classroom and you've got some interesting problems coming up for both the businessman producing things for the schools and the people in the schools themselves who have to decide on what to buy.

Let's first take the example of the architect and the school facility planner who make a living designing and equipping new schools. How does a community justify a new open type school, designed for individualized instruction, when they aren't using all of the old traditional schools they still have in the district?

How do we marry the need for our new philosophies in education to the decline in tax dollars and the shrinking school population? This is further complicated by two new influence groups scrapping for a say so in the cutting up of the education tax pie. These are the organized militant teacher groups and the newly recognized and increasing numbers of interested lay advisory or citizen groups who only want to see that their child's education is relevant and equal in opportunity.

As we all know, this latter type of righteousness can justify almost any kind of action using the motive of providing an alternative program for the child. And these problems revolve around just the physical end of the business. That of building and equipping school buildings.

What about all the rest? Textbooks, learning machines, the software to put into these machines and all the other curricular systems which are being manufactured for the schools today. How are they going to fare in a society which is demanding everyday that we lower property taxes, make the child's education more relevant to his place in the real world and hold the teacher accountable for it all. The problem here is that accountability is a two way street. "If I'm to be held accountable for my activities, then I'd better be given the right to determine what my activities are going to be." This is what collective negotiations are really all about. This is really where I think the battle is going to be fought and if the educational businessman or publisher doesn't understand what is happening, he'll be caught in a crack in between and have a tough time making it.

As I see it, the education market is changing. The decision influences are changing. Many of the decisions on both curriculum and purchasing are being shoved down from the superintendent's office to the principal's and from the principal's down to the department head or classroom teacher. We have quite a bit of research at the Educational Facilities Center in Chicago which shows that an ever increasing number of principals won't make a decision about materials before getting a consensus from the teachers who will use them. In the old days, schools used to start in the fall when the principal would say, "Here Miss Jones, this is the math series you'll teach this year." And then hand it to her. It's pretty hard to get by with this today and it'll be almost impossible to do it tomorrow.

As I said earlier, sooner than any of us think, we'll see unwanted children a thing of the past. And disappearing along with that, the terrific burden imposed on a conscientious mother of trying to feed and clothe a whole household of kids and at the same time monitor their education. With one and two-child families just down the road, we are going to see an altogether different kind of parent to contend with. A parent who thinks as much about the child's education as he does about making the bread; and a teacher who's being held accountable by this same parent. Plus the fact that this parent has more years of education than his before him and is a part of a whole system caught in the ascending spiral of increased formal education. And now we have the further implications of National Assessment. The attempt to measure country-wide, the progress of each child against the national average and of course it then follows naturally that the next step is to evaluate our teachers against these same results as well. These trends, as I see it, are different new problems for the educational businessman or manufacturer. First they are difficult to recognize and second, difficult to cope with.

We at the Educational Facilities Center are finding that many education companies don't even recognize these situations as a trend and if they do, won't deal with it. They just keep sending salesmen around to see superintendents and purchasing agents.

I can understand this because schools are not built for salesmen and it's difficult for them to get to see the teachers, particularly for a small company trying to cover 17,500 autonomus school districts. Plus, teachers are just too busy during the day and have other things to do after school.

As a result, there is a lack of legitimate dialogue between producer and user.

Add to this the almost impossible task of developing an additional dialogue with the interested parent and the forgotten child and you have a terrific marketing problem. For many companies original dialogue with the practitioner is difficult and feedback almost impossible. Hence, the absence in the industry of valid or real market research. At EFC we constantly hear our teacher visitors cry out, "Why don't they ever ask us what we think. I could tell them ten good reasons why their system won't work with my kind of kids," or "Here are 10 tried and true techniques I've developed to teach arithmetic, but now I'm nearing retirement and I'm afraid these methods will die with me. Can't you find some publisher who'd be interested?" It *is* difficult for companies to do field research — especially to get feedback on their product from a cross section of practitioners or to get new product ideas from these same users.

As a result, often when the profit and loss column says to the company management, "We need a new math series," they just go back to their old friends at Ivy Wall University or the old downtown office supervisor out in Metropolis, Illinois who hasn't really been in a classroom situation for over 30 years and say, "Folks, we need a new math series, would you write one along these lines, with these changes, and we'll give you the same royalty we did before." So you end up with a lot of the same ideas just rehashed. I think this system was primarily responsible for the fact that the teacher organizations had to practically blackmail the publishers before we began to get some decent treatment of the minorities in our school textbooks — which incidentally is still far from complete or satisfactory today.

Of course, there are companies which are exceptions to this situation, which do adequate research and extensive marketing follow-up and continually poll the teacher practitioners about their products and I'm sure Mr. Calvin's company is one of these. But the majority are stymied by the complex marketing problems I've just described and keep running in the same old circles. Call on the superintendents, school board president, purchasing agents or old friends in the system . . . occasionally striking out in another direction with some new attention getting device. As an example of an attempt to solve the frustration of reaching such a diverse market, I noticed that Borg Warner's System 80 division took a full page ad in last week's *Time* magazine and is also advertising on T.V. Other companies have been trying this too. However, most companies in the education business are relatively small compared to those which deal in the open consumer market and a $50,000 ad in *Time* magazine is both an expensive and risky way to go at the problem. Surely there are solutions to this kind of a situation. What are some of the solutions I see down the road?

Well, one will be a leveling out of the competitors in the market place as we reach a student enrollment plateau. The companies who have stayed alive only by selling to a constantly increasing school population will either fall by the wayside or will dramatically change their research and marketing methods as well as their product. So we will have more successful people dealing with problems they've been able to solve. The old cruel law of survival of the fittest will come home harder than ever.

Two, although the school population will hit a nearly constant figure, I believe we'll see a higher percentage of our GNP going back into the schools. If not within the next three years, at least I see some fresh enlightenment coming during the next Presidential term. With a spin down or leveling off of the defense budget, we should see the schools begin to attract new attention both in financing and national priorities. This is going to give the producers a lot more to work with in the research and development areas. An increase of two or three percent may not seem like much, but it makes an awful difference in the education marketplace. This is the difference between new textbooks or science lab equipment more often than once a decade. And the difference between success or failure of many small companies.

A third contribution to these business problems will come from the teacher groups themselves. We will see an ever increasing demand by the organized teaching profession to be let in on the selection and development of everything which goes into the schools. This will cause an opening up of lines of communications between manufacturer and the actual user which should drastically improve the quality of "things" being sold to the schools.

Four, I believe we are accumulating an awful lot of data on how people behave and consequently learn. As this becomes more and more available, there will be many new conclusions drawn, just through the process of eliminating the "bad techniques." Out of this will evolve new materials and systems we haven't even dreamed of yet and then I hope we'll finally begin to see most of the mechanical type processes being handled mechanically thus freeing the teacher from teaching her rote processes so she can concentrate further on the humanizing side of the educational process.

And fifth and last, I think the Educational Facilities Center we are building in Chicago will contribute significantly to opening up the lines between businessmen and practitioner. For a long time we have needed a place for people interested in education to come, where they could see new developments in the education world. New materials, new hardware, new teaching methods and techniques all being used with live children in a live environment. A place to come where you can browse at your leisure in a non-circus atmosphere with no pressure from a salesman or huckster. A place where you can hear an outstanding speaker on almost any topic related to your field or attend a workshop where you can delve into a specific area of your interest. At EFC we're putting together a Center where you can see in one place, in one stop, the state of the art all the way from Cherry Creek, Colorado to Cincinnati. We've been in operation just one year last March, but we've already learned a lot about what not to do, and are now getting between 1500 and 2000 educator visitors monthly, all by appointment and coming for a dozen different reasons. By 1975 when we're in our new 34-story building, we think we'll be making a significant contribution toward helping to improve both the quality of educational materials and the process itself.

SOME BRIEF THOUGHTS ON "CAREER EDUCATION": AN ASPECT OF THE PROBLEM

DR. JOHN SESSIONS

I would like to start out by slaying a dragon. I don't think that this discussion tonight has very much to do with the survival of teacher unionism in America. Whether the teachers of the future work for the public school system or whether they work for private enterprise, I have complete confidence in the AFT's being out there organizing for purposes of collective bargaining, so I am not worried about that. And I may say that being on the same program as the men who designed the Texarkana program (Mr. Blaschke), makes me feel a little bit like being at a cocktail party and being introduced to the man from the British Foreign Office who wrote the original first draft of the Munich pact. But that was the "in" thing last year. Gary and Texarkana were very much in last year. And in the meantime, I think we have learned all too clearly that "guaranteed education" is something akin to guaranteed cancer cures. There really is no one in the public or the private sector who has a magic potion which will cure ignorance. But now we are in a new year and this year there is a new sure cure. It is something that goes by the general name of employer-based career education.

Ivan Illich, who has concluded that schools do so much more harm than good that we would be better off abolishing them and letting the kids out loose into the world, lends a certain aid and comfort to it. So does Christopher Jencks, who has amassed an amazing number of statistics to prove that education has not eliminated the need for socialism — and that must surely be the most irrelevant conclusion anyone ever reached in the history of American education.

But more to the point, the U.S. Commissioner of Education, even before he came into office (he is presently the Assistant Secretary of HEW) has long been talking about the partnership between industry and education. In some of the current concerns with career education, we begin to see what this means and what exactly the nature of the "in" thing is this year. It is what Dr. Marland has chosen to call the employer-based model for career education. The Office of Education tells us (and these are *their words,* not mine), "Employers would create, develop, and operate a career education program for students from 13 to 20 years old." Peter Brennan, who got drafted onto the other team, has conveniently suggested that these students, up to the age of 21, be exempted from the provisions of the Minimum Wage Act. . . so we begin to see what some of the plans of the Office of Education are. The Office says the employers would encourage the assistance and active support of diverse community elements such as unions and schools. Schools would be invited to assist in a kind of parity with unions in the process of educating people. I find this very frightening; I find this extremely frightening. And I want to reaffirm what may seem a rather old fashioned notion which I think we need to keep in mind in discussions about the relationship which should exist between business, industry, unions, and education. This is a feeling on my part that teaching is a skilled profession. I don't believe that employers have the necessary professional skills that are going to provide us with that magic potion to cure the educational problems of our communities. I think we have to utilize total resources of our communities. But I think we have to keep the ultimate responsibility of education with *public* educational authorities.

I am concerned, too, with much that is being said, not only about the employer-based model of career education, but with the whole concept of career education and its relationship to the world of industry and the job market. [I maintain] that we do not convert American education into a simple job training institution. I think that it is quite possible for students to go into a General Motors factory and learn a great deal about making an automobile, but I do not think that students are simply producers in this society, simple cogs in a productive machinery. They are whole people and education is concerned with the development of whole people. Students are consumers; they are members of family units; they are members of a local community, a nation; they are members of a world community. Somehow I think however much General Motors may be able to teach those students about making automobiles, I do not think they are going to teach them very much about how to make an intelligent purchase when they go to buy an automobile. And as I listen to some of the discussion which centers around the concept of career education, I am forced to remember that Socrates was never very much at making a living (and his wife never ceased to remind him of the fact). But Archie Bunker has a steady job. By the standards of some who write about career education, it appears that they regard Archie Bunker as a well educated man and Socrates as one who is not.

Some of the Pertinent After-thoughts and Comments

Mr. Selden: I'd just like to take up one little thing that Dr. Calvin said. I'd like to take up a lot of little things that you said, but I really do think that you have indulged, over-indulged a debater's privilege when you said we ought to be in favor of the operation of at least some of the educational functions of private enterprise, because it would be easier for us to negotiate which private concerns than with the public agency. As Jack Sessions says, we have been doing fairly well with negotiations with public agencies; we understand all the business about the law and fines and all that but we do have faith in the system itself. And I don't think that we would want to dismember it or change its nature just so we could negotiate more easily. I remember the shock I experienced, though, a number of years ago when attending a legislative conference in Albany. I was a firm believer in public ownership of electrical-generating facilities and powerplants. At that meeting I heard an AFL-CIO union come out very strongly in opposition to the St. Lawrence Seaway project because that would be public ownership power and it would be too hard for them to negotiate with an outfit of that kind. Well, I felt that that was a problem in unionism and the nature of our society, and I said so. Of course, that did not endear me to the people present, but still, I think the point must be made that most of us here, I think all of us here, are "fanatics" in one sense. That is, we *do* believe in public education. We *do* believe that education is a social responsibility which must be assumed by the society as a whole and it cannot be parcelled out to corporations and businesses in particular to carry on the responsibility of society in general.

Dr. Calvin: The point I was making was made very aptly by President Sullivan of the Philadelphia local. It was quoted by Nicholas Von Hoffman's column and if he would like to make the comment, he made it much better than I did, about the difficulties for the children in this situation. I didn't mean to stress the fact that it was solely to benefit teachers that it might be a good idea, but that it would not only benefit teachers, it would benefit kids and particularly Black kids who really are the ones. . .you see, I look up on this panel, and I see that everybody up here is male and I see that everybody up here is white. And that is an interesting constitution of a panel. We never have, when we have a president's meeting, we don't have that kind of a group. And the next year, if you invite us back, the president will be a Black man, Mr. Kirkland. I think we are not a representative group up here; it strikes me that we are kind of talking up and back, but the kids who took the brunt of the battle again and again, in addition to the teachers, are the Black kids. That's not fair.

Selden: That was not the point I was trying to make. And since three of the four people up here are management, well. . . .I'd like to get into something that was a point nobody made. Business has always been in the schools. We use textbooks and maps, overhead projectors, films; all the materials we use in the schools are produced by private enterprise. We as teachers have never really objected to that; we have objected to the quality of materials that we have gotten and many times some of us even have written our own to get more relevant materials into our classes. But where do we draw the line? If it is all right to have textbooks, maps and overhead projectors supplied by private enterprise, why not have whole units, programmed materials, and even the pre-test, the diagnostic test, and so on?

Mr. Fischer: I think that the reason industry is in it is not because they are better at it, but because teachers have not had time to develop materials and a lot of us did. I think that this is what we are trying to do in Chicago, to get the teachers together with the manufacurers so that manufacturers can hear what the teachers are saying. We can get more input and improve the quality. I think the improvement of the quality works from the classroom up rather than from the manufacturers down. I think it's because they are tooled up; this is why they are doing it.

Mr. Blaschke: I think you have to distinguish two different groups. Those suppliers who have massive inventories and can afford radical change versus those who are trying to get in, either from a market, or other point of view. I personally believe that over the next five or ten years, private industry will be putting less and less money into the development of materials and approaches in cognitive and other areas. But it will depend more heavily on those systems or partial systems which are developed at the classroom level. In the Michigan project there was a lot of activity which went on. Twenty-three million dollars was expended, and the teachers had the say-so, to a great extent, about what to do with that money. And I suspect that there will be publishers in the next year covering the state of Michigan to pick up and market what these teachers have generated. We made a proposal that rather than have the firms do the marketing, let the teachers work on a consultant basis and sell other schools on a program that works.

Mr. Selden: Do you think small is good and big is bad?

Mr. Blaschke: There is less good coming out of the big in education than what

I think the small is trying to do.

Mr. Selden: Behavioral Research Laboratories sells complete packages. I think the most publicized project at the time was the Banneker school. Do you want to say anything about that?

Dr. Calvin: Actually, we spend between a million and two million a year on research, and we have hundreds of people employed in our facility, a large percentage, over 80%, was classroom teachers. It is under the direction of Pete Buchanan; it's called Sullivan Associates. Our materials are distributed by a number of distributors. We don't actually sell, in the main, packages, although we do some of that; I'd say the bulk of our materials are in the nature of textbooks. In Alum Rock, our materials are in a number of the schools, and one school in particular is using our program, a Sullivan individualized arts program. We are very pleased with it; we've had a great deal of teacher input, including from Gary and Banneker and we are very pleased with the program as it now stands. In this individualized instruction program, we now have over five million children working on our materials in one form or another. We are very grateful for the support we have gotten. One of the things that we try to do, I don't know if we've always been successful, is individualize the program.

On *Inequality:* A discussion of Christopher Jencks' book

On *Inequality:* A discussion of Christopher Jencks' book

Moderator:	Mr. Raoul Teilhet, President, California Federation of Teachers
Presentation:	Dr. Mary Jo Bane, Center for the Study of Public Policy and co-author of *Inequality*
Respondents:	Dr. Vernon Haubrich, Professor of Education, University of Wisconsin Dean Milton Schwebel, Graduate School of Education, Rutgers-The State University Dr. Edward Simpkins, Director, Center for Black Studies, Wayne State University

ON *INEQUALITY* :

A Discussion of Christopher Jencks' Book

Mr. Teilhet: Tonight we have what I think will be one of the most important dialogues in the 1970s, and very likely in the latter part of the twentieth century, in redefining public education. If you haven't seen it, this book is what all the editorializing is about. You are looking at one of the very few people who in our business has read it. I would like you to know that there was 80% of it that I didn't understand at all, the statistics and language, and the other part of it kept me awake a long time. But I just felt I had to read it in case someone walked up and said, "How do you have the audacity to talk about something when you haven't read it." I don't wish to claim anything beyond that, although I might in due time. It is available, by the way, though it isn't out in Bantam paperback yet, for $12.50. I know on the West Coast you have to know somebody in a book store, who has a relative somewhere in Chicago, who is related to someone in New York, to get a copy of it. But don't be defeated. It is a significant issue to deal with.

As you well know, if you haven't already figured out as practicing classroom teachers, there is a great deal of money to be made in the field of writing books in public education. It is a sub-culture in the field of education. If you are hurting for money and have nothing to do this summer, and if you would write a book criticizing or attacking some aspect of this large, soft, pliable institution called public education, it will publish. I can tell you, in advance, you can only make one fundamental mistake. That is, if you offer a solution to the problem of criticism that you raise, the publisher will probably reject it because it shuts off sales for next year, in a very lucrative market. The number one buyers of these criticisms and discussions of public education are public school teachers.

It reminds me very much of my favorite war cartoon, if there is such a thing, by Bill Maulden, where the general with a great many ribbons on his chest had his head in a meat grinder, and it was called the Vietnam War, and he was cranking the meat grinder himself. Somehow when I bought this book and started through it I felt I was marching into the same meat grinder, because I have a long shelf of contributions to people who are doing very well as part of this sub-culture. However, I think that you and all of us this evening will be somewhat provoked and surprised because what we are discussing tonight is *not* one of those kinds of books. I don't think it was a study to make money. I don't think it was developed as an ego trip for any one individual. It is a serious discussion of some hard kinds of questions which are very seldom raised in the faculty lounge.

This isn't show-and-tell evening, but you are looking at a society with parents who said, "Go to school and learn a whole lot and be successful in life." And I did go to school I'm not sure I learned a whole lot. I'm not quite sure if I'm totally successful, but by some measure, arriving at the Washington Hilton and presiding over such an august meeting might be some measure of success and the AFT people are even paying me for the pleasure. Now, that would validate in my mind what my mother always used to tell me. If you go to school and study hard, you'll be a success, and you'll learn and make money, and everybody will love you. . . .I submit that there are many of these premises that we validate on a day to day basis as teachers which are going to require a re-evaluation.

One last point: the governor of the state of California, I don't know if you are familiar with him, he very well might be your next president, so don't take it too casually, Ronald Reagan, a very lousy actor, and a very consummate politician, called a press conference after the first very sketchy review of this book came out. The conference lasted about three minutes. He simply said, "I told you so." At that moment it scared the hell out of me. Since then, I've found out some more, and I'm not nearly so scared, so don't be too panicked when we get into it this evening. The names on the cover are Christopher Jencks, Marshall Smith, Henry Acland, Mary Jo Bane, David Cohen, Herbert Gintis, Barbara Heyns, and Stephen Michelson. I assume that from the research involved, there is a long list of people who didn't quite get second billing, or first billing, but that's "show biz" in the publishing world.

ON *INEQUALITY*

DR. MARY JO BANE

Talking about *Inequality* is difficult, because as one of our reviewers pointed out, there are at least three different versions of the book which have to be dealt with. One version is that presented by the mass media, in news stories, quotes in editorials and so on. This version has little discernible relationship to any other, and since it's the only version most people have any familiarity with, talking about what's really in *Inequality* is quite difficult. I'd like you tonight to try to put aside the impressions of *Inequality* which you've picked up from the newspapers and think instead about the issues which we'll be talking about here.

A second version of *Inequality*, and probably the best of the lot, is the version contained in the footnotes and the appendices. This is where we present the data and the statistical analyses upon which our conclusions are based. I won't talk much about this version tonight unless it comes up in questions, since statistics are inaccessible and unpleasant to most people. I think one comment is in order, though. You've probably read reviews of the book which criticize the data and the analytic methods. If you're like most people, you don't know quite what to make of them, since things like measurement error and heteroscedasticity are pretty esoteric. I'm often asked technical questions, to which I give technical answers, and I think they usually leave the questioner more baffled than he was when he started. When I use enough big words, and say them forcefully enough, it often convinces people that I know what I'm talking about — which is what they really wanted to know, not whether income functions are additive or multiplicative. This is a pretty unsatisfactory way to deal with what is a very important question — how much should a reader believe this data, these findings. I haven't yet figured out a more satisfactory way of dealing with the question. I will say that I'm satisfied with a couple of things. First, we used the best data and statistical methods which are currently available. They're not perfect, but they are the best we have. Second, we checked — and explained in footnotes how we checked — for almost all of the technical problems which critics have raised, and satisified ourselves that our estimates would be essentially the same if we had done the analysis the ways suggested by our critics. We did not forget about interactions and non-additivity and various controls. We satisifed ourselves that the contributions they made to the findings were trivial. Third, where there is a margin of error in the data, we tried to take it into account in later calculations. In most cases, the error margins are relatively small. In our estimation of the heritability of IQ scores, though, the error margin is high. So we did the calculations which depend on that number using both high and low estimates, and satisfied ourselves that the numbers we finally came up with were pretty much the same either way. So I'm pretty sure that although there are errors in the book, they don't affect the basic findings. If you want to look for yourselves, you can go to Appendix B and do the analyses yourselves.

Now I'd like to turn to the third version of *Inequality*, the one I'm going to focus on tonight, consisting of the interpretations and policy implications drawn from the basic data. I'm going to be talking mostly about the income distribution, since that's what the book is primarily concerned with.

To help you think about the income distribution, I'd like to present a metaphor which is used by a Dutch economist named Pen in his book called *Income Distribution* and which I found quite helpful in thinking about these issues. Imagine yourself at a parade, a parade of income recipients in the United States in 1971. The particular parade I want you to imagine is quite peculiar. In it, each marcher has had his or her height adjusted, by an imaginary Protuscean bed, to be proportional to his income. People who receive the average income will be average height, about six feet to make the numbers easier, and everybody else will be shorter or taller depending on how different their incomes are from the average. The parade will last an hour, during which time everybody in the country who receives an income will pass in front of us.

For the first five and a half minutes, the people passing in front of us are almost invisible. Indeed, many of them are literally invisible — those people who sustained income losses during the year. At the end of ten minutes — ten minutes, remember, a pretty big proportion of an hour — the person passing in front of us is one foot high. After twenty minutes, the person passing in front of us is still only two and a half feet high, and we are beginning to get the impression of being at a parade of dwarfs. At the end of half an hour, the marchers are a little over four feet tall, and it is not until forty minutes have passed that we can look the person passing in front of us in the eye. After that, the marchers grow steadily. After 45 minutes, the person passing in front of us is about nine feet tall, after 55 minutes, 14 feet tall, and at the end of 59 minutes, 25 feet tall. Then the surprises begin. After spending so long watching a parade of dwarfs, we are now confronted with a parade of giants. We see people who are 50 feet tall, 75 feet tall. We see the executives of small corporations who are 100 feet tall. We see Ronald Reagan, who pays no taxes, 200 feet tall. We see the executives of the largest corporations, about 500 feet tall. Then we see the real giants, the Rockefellers, the Mellons, the duPonts, whose height we are now measuring in miles. Finally the end of the parade, Getty, Hunt, Hughes, Land, each about 10 miles tall.

Before we go back and look at the characteristics of the marchers in the parade — what color and sex they are, what work they do, how much education they have — I'd like you to think for a minute about the general impression left by the parade. The striking thing, at least to me, is not so much the characteristics of people at various points in the parade, but the fact that their heights, as we have adjusted them, vary so widely. Half the parade looked like dwarfs; the final marchers looked like giants. The inequality is dramatic and its effects are dramatic too. Poverty, our experience tells us, is not an absolute but a relative state. People who we know are poor, here and now, have incomes which would make them rich in other countries or other periods in our history. That they still seem now to be poor is not simply due to inflation. It is due to the fact that every social system is geared to its average member, and those who are too far below the average are deprived. Transportation is a good example of what I mean. People don't *need* cars in all societies. But they do need to be able to get around, and in our society since the average person has a car, other cheaper forms of transportation have atrophied. So people *do* need cars in America, and if they don't have them they are poor. Plumbing is another example. In our grandparents' days, people were satisifed with outdoor privies. Today, everyone has indoor plumbing, and you can't rent an apartment with a privy even if you would be satisified with one. Not having indoor plumbing means not having facilities at all. This is a much different, and worse, situation for those who don't have them than it used to be. These examples can be multiplied in all areas What they add up to is the fact that poverty can only be defined in relationship to average income, and can only be cured by reducing inequality.

The giants in the parade present a different kind of problem. In our society, being a giant in terms of income also means being a giant in terms of political power and influence, and of control over other people's lives. This is an anomalous situation in what we like to think of as a democracy. Again, the problem can only be cured by reducing inequality, by making the dwarfs in our parade taller and the giants shorter. Shifting people around in the parade — making more of the dwarfs white males, for example, or making more of the giants women — while perhaps improving the esthetic appearance of the parade — does nothing about the basic problem.

Because my colleagues and I do think that inequality among individuals is the basic problem, we concentrated our investigations on the causes and cures of tallness and shortness per se. We were looking for policies for making the short people taller and — inevitably — the tall people shorter. We looked especially at the role of education in determining tallness and shortness, since education is commonly seen as a way of dealing with social inequalities.

Now you might ask why anyone would expect education to have anything to do with economic inequality. We can see how education might work to shuffle people around within the parade, to help someone whose father was a dwarf grow to average height, say, but why should education have anything to do with shortness or tallness per se? Since I'm going to argue later on that it doesn't, I don't want to spend too much time explaining why people, especially economists and policy makers, thought it would. But basically what they said was as follows. According to conventional economic theory, wages are set by supply and demand. Employers need people with various kinds of skills. If these skills are in short supply, employers have to pay more to get people who have them. People who don't have the skills are in less demand and get paid less. If more people had the kind of skills employers wanted, wages would be more equal. Presumably productivity would rise too, so that wages would equalize upwards rather than downwards. A more skilled labor force would be both more productive and more equal. A further assumption made by those who made this argument is that skills of the kind which employers need are developed in schools. If everyone stayed in school longer and if everybody went to equally good schools, people would have more equal skills. More equal skills, more equal wages. It's a nice idea.

We can go back to our income parade to see how true the idea is. If the argument is right, we should see a very strong relationship between education and schooling. Let's in our imaginations, pin a number and label on everybody's back. The number represents the years of schooling he or she has had — grade school graduates wear a number 8, high school grads a 12, most of you have 17s or 18s, and so on. The name tells the watchers what school the marchers went to. To make it easier for ourselves, let's give people labels which say how good the school is in terms of its effect on changes in test scores between entering and leaving students rather than trying to remember tens of thousands of names. So each has a sign which says very good school, good school, average school, below average school, poor school. If the traditional argument about education is correct, we expect to see all the people with low numbers and poor school signs bunched together at one end of the parade, all the people with high numbers and very good school signs bunched at the other, and all the people in the middle in the middle.

But here's where the surprise comes. When we ask all the people wearing, let's say, 11s to step out of the parade, we find that they appear from up and down the line. When we call out 12, and 13, and 16, we find the same thing happens. The people who step out in response to each request are widely scattered throughout the parade. We do see a change as we go through the numbers, of course. The average person with an 8 would have passed us 28 minutes after our hour long parade began, the average person wearing a 12 would have passed us after 36 minutes, and the average person wearing a 16 would have appeared nine minutes later. But the striking thing is how spread out each group of number wearers is. Expressing this fact statistically, we can say that education accounts for only 15 to 20 percent of the variance in income. And this number takes no account of the fact that people who have similar amounts of schooling share other characteristics as well. They more often than not come from similar family backgrounds and have similar test scores. We can control these things statistically to get an idea of how much influence education in and of itself has on income inequality, which is what we need to know to evaluate the effects of a policy equalizing education. It's easier to understand how this is done if we go back to the parade. Suppose we want to control for family background. First, we divide people into groups based on their family backgrounds. Then within each of the separate family background groups, we look at the dispersion of years of schooling, again asking those wearing a 10, and 11, and so on to step out of line. We find the relationship between education and income is now even harder to discern.

Now let's look at the signs people are wearing which tell about the schools they've been to. I've tried to do something very special in making the signs, so they don't mean exactly what you might expect. I'm labeling a good school as one which produces a test score change in its students from first grade to eighth grade, or 9th to 12th grade, which is greater than average. These schools are not necessarily the Newtons, the Scarsdales, the Winnetkas. Many schools which we think of as good schools are simply schools where the students, for whatever reasons, enter school with high test scores. They usually leave with high scores too, but that doesn't tell us that the school has done them any good. For our purposes here, I'm defining a good school as one which produces a positive change, so it could be a school where kids come with low scores and leave with average scores, or one where they come in with high scores and leave with higher scores, all relative to national averages of course.

Defining a good school in this particular way is a way of looking for the maximum effects of schools while still controlling for family background variables. If you don't do this, you're inclined to call a school good just because it enrolls privileged students, which doesn't really tell us anything about the education which the school provides. Now let's do our stepping in and out of the parade routine again. When we ask people wearing the label "very good school" to step out of the parade, we find that they are distributed almost randomly throughout the parade. So are the people wearing the poor school label. Speaking statistically, we can say that there is almost no apparent relationship between school quality as we have defined it and income. We can define school quality in a number of different ways and still come up with the same conclusions. We can define a good school as one which increases its students' chances of going to college, or as one which spends lots of money, or as one which has lots of books in its library. However we define quality, as long as we control for the characteristics of the entering students, we find almost no relationship between school quality and economic success. Nor do we find much of a relationship between school quality and test scores. Students going to the schools we have labelled very good (going back to the definition we first used) score on the average between 5 and 10 points on a test scored like IQ tests with a mean of 100, higher than they would have if they had gone to very bad schools. The spread is very wide within each group of schools. Statistically, school quality accounts for only 3 percent of the variation in the individual test score. High school quality accounts for only about two percent of the variation in the amount of schooling which people receive. It is not surprising, then, that school quality has no observable relationship to economic success.

Racial desegregation seems to be an exception to this general rule. Black students in integrated schools seem to score a few points higher, on the average, than their counterparts in segregated schools. Moreover, there is one study which shows that black students from integrated schools get somewhat better jobs than students in segregated schools independent of test scores, testifying perhaps to the importance of integration in promoting interracial friendships and changing racial attitudes.

Now what do all these parades, and numbers and percents of variation mean? There are a whole lot of things they don't mean, and it's probably best to talk about these first. They don't mean that schools are all alike. Anyone who has been in a classroom knows that some of them are places where kids are happy and feel good about themselves and learn things and that some of them aren't. Anyone who has been in a classroom knows that the kinds of effects I've been talking about' on test scores' eventual educational attainment and income' are an extremely trivial part of what kids do. School teach kids a lot of things, both cognitive and emotional, which don't show up on test scores, and some schools do it better than others. Those of us who are concerned about kids' lives and teachers' lives need to remember this.

Second, the findings don't show that people have equal opportunities in America today. We all know that's nonsense, and in a funny kind of way the findings on schools emphasize it. All our findings are relative, remember. The effects of school quality are miniscule relative to the effects of years of schooling and family background, which in turn are small relative to all the other experiences and characteristics which determine people's incomes. The finding that school quality has little relationship to economic success, when other things are held constant, only tells us that the opportunities which schools provide to people are more equal than any other kinds of opportunities which society provides. The schools, to be sure, do not seem to be doing anything towards compensating for disadvantages generated in other areas of the society. But relative to other areas of society, the schools are providing a relatively equal experience for children. This does not mean they are doing all they could, or that they are performing adequately at all. Perhaps the finding only suggests that opportunities in other spheres, to which we are comparing the schools, are appallingly unequal.

The findings on income differentials between blacks and whites are an interesting example of what I mean by unequal opportunity in the broader sense. The average black man now has an income about two thirds that of the average white. We can calculate statistically how much of this gap is due to differences in schooling, differences in test scores, differences in family background and so on. When we do so, we find that only about one third of the gap between blacks and whites can be accounted for in these terms. The simplest explanation for the rest of the gap is discrimination in the job market and in wages. The income gap between men and women can be analyzed in the same way, with even worse results. This can hardly be called equal opportunity. It's also true, though, and I'd like to emphasize this, that even if opportunites were equal, the heights of the people in our income parade would still not change very much. Suppose we had equal opportunites for men and women. If they were truly equal, women would be scattered randomly throughout the parade, not clustered at the beginning as they are now. The average woman would be taller, and there would be more women among the very tall. But this change, welcome though it would be, would not change the heights of the people in the parade much, since even the gap between the average man and the average woman is small compared with the difference in height between the people at the beginning of the parade and the people at the end. We don't have equal opportunity in this country, but even if we did, we would still have tremendous income inequality. Those at the beginning of the parade might be a different color or a different sex, but they would still be very, very short, and they would still be poor, and we would still have all the problems which go with poverty.

The third thing the findings don't show is that the school doesn't make a difference. For one thing, as I said before, schools have a million kinds of effects which we've not talked about at all. Nobody would argue, certainly I wouldn't, that kids would learn calculus if they don't go to school. Or that most kids would learn to read, or compute, or write a sentence with a subject and a verb. One of the reasons that schooling in the United States today has less effect than we expect on economic success is that — again relative to other areas in the society — the amount of schooling people receive isn't all that unequal. Virtually everyone finishes grammar school. Eighty percent finish high school. So we're talking about a fairly narrow range. What would happen if a lot of people didn't go to school at all is something I can't talk about. I suspect the effect would be substantial.

Even now, though, schooling has some effect on an individual's economic success. Everybody has a Cousin Sam or an Uncle Harry who went to school and made it big. We have seen that there is a positive relationship between years of schooling and income, even though the relationship is not as strong as many people suppose. This means that if you want to make it big, going to school is not a bad thing to do. It's no guarantee — that's what the looseness of the relationship tells us — but it's not a bad bet.

On a societal level, though, the relationship between education and income doesn't seem to work quite so simply. The amount of education people have has become increasingly more equal since the beginning of the century, getting steadily more equal every year. The income distribution has behaved quite differently. During the depression, and during World War II, income inequality decreased. Since then, the income distribution has retained essentially the same shape. A 1946 income parade would look very much the same as the 1971 parade. This doesn't fit with a finding of a relationship between educational inequality and income inequality. If education has become increasingly more equal, why hasn't income followed suit?

One reason is that school acts as a credentialing agency, giving those who have it a competitive advantage in the job market, rather than as an institution providing skills and therefore increased productivity. There's evidence for this besides the historical trends I just cited, and Ivar Berg summarizes a lot of it in a book aptly subtitled "The Great Training Robbery." He found almost no relationship between education and job performance. Education seemed to be important in getting a job, but not in doing it well. Employers have a certain hierarchy of jobs and use educational credentials to rank applicants. The good jobs go to the applicants with the most education, however much that might be. The not so good jobs are filled by people with less education, not because they couldn't do the better jobs perfectly well but because employers have to have some way of ranking people. (And ranking people by education does seem preferable to ranking them by appearance, or by the importance of their fathers.) Berg hypothesizes that the society as a whole is already overeducated for the jobs which need to be done, management jobs and service jobs as well as others, and that the value of degrees is already inflated. If this analysis is true, it means that giving people more education, or more equal educations, won't change the earnings structure. It might mean that teachers would need three years of graduate work to get a job instead of one. This additional education wouldn't improve their performance any, at least if past experience holds true, even though it's obvious that teachers do need some level of higher education to teach well. According to the theory, if we gave everybody more education, employers would simply require more and more education for the same jobs, which is what has happened historically. If we gave everybody the same amount of education, employers would simply make finer and finer distinctions, probably using other criteria to fit people into job slots. It's possible, of course, that a more highly educated or more equally educated population would bring about political changes, demanding restructuring of work and wages. This hasn't happened in the past, and there's no indication that it would, but one can always hope.

What does all this mean for social policy? One conclusion seems quite clear to me, that we can't bring about greater economic equality by concentrating our energies on the schools. We can't bring about greater equality of economic opportunity by limiting our energies to the schools either. Opportunites are denied much more blatantly in the job market, in health care, in housing, in earnings than they are in the schools. Asking the schools to compensate for these much more blatant inequalities in other spheres seems mad, unless we are convinced that the school system is the only area where political leverage has any chance of success at all. If this is true, we are in a sorry state indeed.

Another conclusion I draw from the findings is that the problem of income inequality must be tackled directly. We probably don't want absolute equality (which is something everybody brings up), that would require much too much coercion with regard to job choice. But a more equal income distribution would definitely be a positive step. And if we want income to be more equal then we must make income more equal. In the long run, this will probably have to be done by workers' demanding a less hierarchical work structure and fewer pay differentials. Teachers' pay scales are not a bad example of what can work. They are relatively equal, they are based on seniority, a reasonable distinguishing characteristic, and now that most systems have eliminated pay differentials between elementary and high school teachers they involve rather few hierarchical distinctions. They are also relatively equal because they are publicly and collectively bargained, a characteristic which seems to decrease inequality whatever the industry is.

Another method for equalizing income, distinct from earnings, is the income transfer. An adequate income maintenance scheme coupled with tax reform is essential, and if it is supported at an adequate level, it will have substantial redistributive effects. There are a lot of complications with this, of course, as Mr. McGovern found out this fall, but I am convinced that a relatively simple and effective plan could be worked out if the Administration had a mind to.

What does it all mean for schools and teachers? I don't think our findings should be discouraging to teachers at all. We're merely saying something that teachers have known all along — that the schools can't work miracles, that they can't solve problems which society is unwilling to tackle in other ways as well. This just means that we, as educators, ought to be a little more modest and a little more honest about what schools can do. We need to stop suggesting that we can do everything and we ought to be glad, not angry, when other people realize it as well.

There are plenty of things which schools can do, and which we ought to be trying to do better. Schools can teach kids to read and write and count and do algebra and understand chemical bonding. Schools can be pleasant, humane places where kids and teachers feel good about themselves and do interesting work. Schools can provide an example for the society of treating people fairly, serving mixed populations, avoiding racial and sexual prejudice, helping those who are most needy rather than most talented. Schools can't reform the society, I am pretty convinced of this, but it is possible for them to be somewhat better places than the competitive, discriminatory institutions they often are and that other institutions in the society are. If schools are relieved of their burden of unreasonable expectations, they can do these other things better. That's what I would like to see.

Responses to Dr. Bane

DR. VERNON HAUBRICH

My remarks this evening shall be brief. They concern Dr. Bane's comments on the conclusions of the book, *Inequality*.

The central issue which the book purposes to advance is that the relationship between schooling and income is quite weak and that the reforms which supposedly give equal educational opportunity to minority groups and others in a disadvantaged state are not going to pay off in cash. Well, I just don't know.

Jencks and his colleagues indicated that for every year of college attended, there is a gain in income of about 7%. Four years of college, using cumulative tables, would yield a person about a one-third increase in income. This is the difference between $10,000 and $13,000 a year. For many in our culture and society this is a not inconsiderable sum of money. It is really the difference between survival in some cases and living to a somewhat comfortable standard in others.

The economics of the situation is, however, not the central issue in the report. What is the central issue is the fundamental assumption that this is what schools are all about — the earning of money. I have taken the time to examine the writings of three leading American philosophers in the field of education — Jefferson, Mann and Dewey — and in no instance do I find a claim that the schools will give to individuals a greater yield of monies because they went to school. What has been consistently advocated by these men, and others, has been the connection between schools and our democratic social origins — the necessity of an enlightened citizenry! Schools are to be the bastion which prevents dictators, demagogery and deceit.

What I should like to emphasize is that the book is essentially one that foists a "straw man" on the argument for public education in America. "Since schools do not equalize income, therefore they should become pleasant places to be." Well, the range of objectives which this leaves out is the range of writings on the nature and purpose of American education. I personally think people attend schools for the widest variety of reasons and that the concomitant benefits which accrue to an individual are of such a nature so as to include economic return as only one (and a small one at that) benefit which the individual perceives.

DR. MILTON SCHWEBEL

Jencks, Bane, et al, offer some tempting morsels to teachers. Too much has been expected of the schools. How true! To have economic equality, make changes that bear directly upon the economic system. How true! The character of the child when he or she comes to school has much bearing on that school's output. How true! Some people will always be brighter than other. How true!

Let us be wary of these morsels . . . of their conclusions and recommendations.

I will make four points:

(1) Jencks, et al, set up a straw-man when they said that the purpose of support for education in the 1960s was to reduce differences in income and status. Did they really think that educators and teachers go about their tasks and their planning with these objectives rather than scholastic achievement uppermost in their minds? Only the naive believe that improved education or career education or any other kind will increase the number of jobs in the labor market and thereby reduce unemployment. Only the naive believe that education will alter the func-

tioning of the profit system including its inequalities, except in so far as knowledge leads people to struggle for all kinds of equality.

Had they written about inequality in the United States in economic and political terms and had they come out with their solution — some form of "socialism" — earlier than the last paragraph on the last page of the text, they would have won applause from many in the country, from many who are harshly critical; if they had written about the ideology that supports equal opportunity while it opposes equal distribution of wealth — they would have done a great service — but they would not have had a book highly touted before it came off the press. Instead they set up this straw man and provided the opponents of improved public education with a rationale to reduce support when it needed increased support.

We in education have not been taken in by the claim that education would wipe out inequalities. But we welcomed opportunity in the form of new resources to expand and improve our schools, regardless of the motives for the particular legislation. The Russians send Sputnik aloft and money is appropriated for defense? Good. We will use it to improve our offerings in science and in mathematics. The people pressure, lobby and demonstrate, and money is appropriated to placate them? Good. We will use it to provide pre-school programs and to improve the run-down city schools. College students occupy buildings demanding the admission of a higher proportion of minority students, and Congress appropriates money? Good. We will use it to aid students who need special help in order to make it in college. We accept the fact that the *motives* for funding the schools and colleges are different from the uses wo which they are put.

Jencks didn't have to tell *us* about false expectations.

(2) The second point and the major one is the cavalier fashion in which Jencks, et al, have written off the chance of raising the level of performance of lower class children. The major new programs were funded after President Johnson's election. They became operative in 1965 and later. Children entering kindergarten in September, 1965 will not graduate from high school until June, 1979. Yet by September, 1972, Jencks reached his conclusion.

He reached it using data that for the most part even predated the *first* possible effects of the major legislation of the mid-1960's. For example, in coming to the conclusion that differences between high schools contribute nothing to the overall level of cognitive inequality, Jencks quotes 5 studies *published* in 1966, (i.e., probably written in 1964 or 1965) one (by Acland) published in 1972 but based on 1966 New York City data. Only a study by Jencks himself could contain data of any consequence at least to the extent that the kindergarten child of 1965 would be in 6th grade in 1971. Considering the fact the federal government only began anything approaching substantial funding in the mid-sixties, considering that programs were ill-conceived, hastily put together when proposals were requested at 11 p.m. and approved at a minute to midnight, considering that our country was not prepared to offer quality education to all children, considering all that, surely this reaching of conclusions so early with inappropriate data is nothing less than an obscene haste to bury all chance, all hope.

If the same indecent haste had been practiced in other fields it might have meant the following: At sometime in the 1920's the search for a system to control infantile paralysis would have ended and there would have been no Salk vaccine; after World War I all efforts to find a solution to cancer would have been terminated; and we would have given up on heart disease long ago. But polio, cancer and heart disease strike the rich as well as the poor, the powerful as well as the weak. There are not likely to be any Jencks books like *Inequality* in those fields and if so, they are not likely to turn out to be best sellers.

(3) The third point relates to the accuracy of the conclusions. I will restrict my comments to one conclusion in the final chapter. "More specifically, the evidence suggests that equalizing educational opportunity would do very little to make adults more equal," (p. 255.) The authors mean that equalizing educational opportunity would do little to equalize cognitive ability and educational attainment. How strange it seems that this statement is followed by material from their prior chapters that supports it but no reference to the following material in those chapters that undermine their conclusion:

(a) In the section on Effects of School Attendance (p. 85), Jencks, et al, write: 'The evidence is woefully inadequate." No mention of this in the conclusion.

(b) In the section on Differences Between Schools (p. 89), the major evidence on high schools comes from Project Talent: 9th graders in 1960 were the subjects. 1960! As for the elementary school data, the authors admit they have no longitudinal data. No mention of this in the conclusion.

(c) In the section on Effects of School Resources, besides having stale data (almost all of it preceding any possible effect from the spending in the late 60's) the authors wrote that they studied only *existing* public schools. "If schools used their resources differently, however, additional resources might conceivably have larger payoffs." No mention of this in the conclusions.

(d) In the section on Effects of School Quality on Educational Attainment, Jencks, et al, take a curious posture. They minimize — to be more precise they dismiss from further consideration the high schools that "are unusually effective both in preventing dropouts and encouraging college attendance" (p. 150) because the impact is due to "subtle 'climate' conditions", not to size of budget or to resources that "professional educators claim are important." Freud would have suggested that the authors made a slip of the pen. They were so intent on showing the schools cannot benefit from more money that when high schools show up that *make a difference*, they virtually ignore them.

Upward Bound, they say, has been a success. Strangely, from that observation they conclude that pouring money into existing high schools won't help. One would have expected them to conclude that money ought to be poured into Upward Bound. Be that as it may, their concluding chapter makes no reference either to the effective high schools or to Upward Bound.

These are serious omissions. Once can be generous and attribute their faulted conclusion to the authors' wish to show the need for direct measures to equalize income. But whatever their motives they must be judged by their performance, and by that measure the conclusions are invalid. Neither the gloss of sophisticated measurement, nor all the carefully obsessive notations compensate for stale inadequate data and faulty logic. In respect to the integrity of data, a sow's ear is a sow's ear, and not the most sophisticated transformations will make a silk purse of it.

(4) While the authors claim to support greater equality, perhaps through some form of socialism, a number of their recommendations make that claim very suspect. For example, now at a time when larger numbers of children of the lower social classes (Black and white, Spanish-speaking, etc.) are going to college, it seems to be most inappropriate to slap an additional income charge on them, yet that is what Jencks proposes. Hardly an inducement to attend college! This is part of an old tradition. When in 1830 "the Mechanics and other Working Men of the City and County of New York" called for a general system of instruction at the expense of the State, the editor of the *Philadelphia National Gazette* called this plan a gross injustice, that the rich should have to support the education of the poor. If the poor want their children educated, let them pay for it. Otherwise, indolence is encouraged.

Contradictions like this abound in the book, as the authors bend logic to fit the mold. In a fundamental sense despite the good intentions and the personal sensitivity of the authors, the book itself turns out to be insensitive to human needs. There is first of all the fact that the onus for the inequality of children is placed on the child and his parents. Jencks, et al, join the pack of behavioral scientists who for a century now have attributed inequality to the child, i.e. his genes, his constitution, his family, his race, his ethnic group.

Jencks says: "Our research suggests, however, that the character of a school's output depends largely on a single input, namely the characteristics of the entering children". An analogous statement might have been made about the inordinately high rate of infant and maternal mortality some years ago. Imagine a medical researcher saying that the character of the maternity wards' output depended largely on a single input, namely the character of the health of the mother. Every rational person would have agreed with the *partial* truth of the statement and the implication that pregnant women should have adequate nutrition, rest and prenatal attention. They would at the same time have insisted upon hospital facilities and high quality obstetric care (both of which were absent at the time) and they would have agreed no such conclusion could be drawn that output depended largely on one input, and that the service given by doctors, nurses, and hospitals had no significant and substantial effect on output. At least, they would have added, such a conclusion could not and should not be reached until every conceivable use had been made of currently available and subsequently developed services, i.e., until the great imagination and inventiveness of the human mind had been exhausted. When would that be? Fifty years, a century or two, or never. Jencks, et al, showed no such restraint, no such caution. That is why their work is a classic example of obscene haste.

The lack of humanism takes other forms that suggest the authors' own preoccupation with competitiveness and their failure to come to grips with the purposes of education. Equalizing knowledge is not a sensible objective, they say, nor is equalizing the distribution of schooling. Supposing they allow the people of this country to make those decisions. For these matters bear on the values of the people, not of academic researchers. More to the point, however, is their notion about equalization. They sound like children (or adults, for that matter) who think that love is in limited supply. If mommy loves *him* so much, how can she love *me?* Intelligence, like love, is potentially in unlimited and inexhaustible supply (even if the behavior of people in general or researchers in particular seems to belie this). The issue is not who knows more or less but whether the society values intelligence in all its manifestations and sets out to facilitate its development in every way possible now and forevermore. The question is not whether Darwin, Freud or Einstein had most knowledge or schooling; it is not whether Tom, Dick or Mary did, but whether the quality that most differentiates our species from all others gets one of the highest priorities for *all* in the species. Considering that the authors identify with "socialism" their willingness to compromise on equality even before they see the future and if it works, is strange indeed.

Jencks, et al, are part of a tradition, an old American one, in which Harvard has played a prominent part because it has been our leading university. In 1893 when less than 7% of the eligible children attended any post-elementary school, Charles Eliot, President of Harvard, chaired a committee which recommended that secondary education should not be universal out only for those who could profit by it and whose parents could support them. The organized workers had to fight this kind of thinking in the 1830's and 1890's and other times too. Now in the 1970's we must be just as alert to the same point of view which appears now in the guise of sophisticated research.

DR. EDWARD SIMPKINS

Inequality by Jencks et al. starts out as an ambitious attempt to ascertain the extent to which various kinds of inequities are correctible through education. The reader's focus is shifted several times: to economic inequities which the authors seem to think are not significantly affected by education, status inequities, racial inequities and educational resources inequities, none of which the authors regard as very large.

The work is essentially a discussion and summary of conclusions reached by other researchers who have examined differences in schools' outputs, differences in access to schools, differences in school curricula, differences in pupil attainment, differences in occupational status based on school attainment, and differences in school benefits as they correlate with race or income.

After some 251 pages of fairly authoritative pronouncements, the authors concede that they "have not been very successful in explaining most of the inequalities." Throughout the work, they express the belief that most inequalities, between schools for example, tend to be slight in comparison with those inequalities which exist *within* schools. Similarly they perceive inequalities between various student and/or racial populations to be slight in contrast to those inequalities which exist *within* various student and/or racial populations. They perceive inequality to have its most flagrant impact in the realm of personal income between the top economic fifth of the population and the lowest economic fifth of the population.

The reader is left with the impression that education can be improved but that the effort perhaps is not worth expending since such improvement will not necessarily alter anything else significantly, except the school budgets. Equality, the authors suggest, must await the evolution of the political process — the day when the Benthamites will control the nation's political reins. One writer has suggested that this is another endorsement of benign neglect. I tend to think that it is more a case of ignoring the forest and focusing on the trees, because the latter approach is more suitable to the political argument that the authors want to make.

The chart below reveals that there is, without question, a relationship between education and income. For example, it can be seen that white males in the 25-44 year-old age group with 16 or more years of schooling will tend to earn upwards from $15,000 per year. It can also be seen that only 6.5% of the white male workers in the 25 - 44 year-old age group earning under $3,000 per year will have completed 16 or more years of schooling. This suggests that in spite of educational achievements some people, perhaps as a result of ill health or other misfortune, will end up in the bottom fifth of the economic strata. But it also suggests that the odds are 15 to 1 against this happening. On the other hand, the odds are 1 in 3.5 that the white male in this category with only 12 years of education will end up in the bottom fifth of the economic strata.

EDUCATION PAYS—BLACK OR WHITE

Source: Bureau of the Census

(—represents zero or rounds to zero)

RACE, AGE, INCOME, OCCUPATION (1971)	Total (1,000)	Percent Dist., Years of Schooling 0-8	9-11	12	13-15	16	16+	Median Years
White employed, 25-44 years old	18,739	11.1	13.7	39.6	15.0	11.4	9.2	12.6
Under $3,000	2,838	30.4	20.6	28.2	9.6	4.9	6.5	11.9
$3,000-$5,999	2,552	25.6	17.6	35.4	10.4	5.7	5.2	12.2
$6,000-$9,999	7,145	11.8	17.2	45.7	13.6	7.1	4.6	12.5
$15,000 & over	2,632	2.1	4.9	23.6	18.1	25.2	26.1	16.0
White-collar workers	8,971	2.6	5.6	29.5	21.2	22.2	18.9	14.7
Under $6,000	1,005	8.8	9.8	29.5	19.1	15.3	17.7	13.3
$6,000&over	7,965	1.7	5.1	29.5	21.4	23.1	19.1	14.9
Blue-collar workers	8,152	18.5	22.1	49.2	8.7	1.2	0.2	12.2
Under $6,000	1,727	33.8	24.3	34.7	5.9	0.9	0.4	11.0
$6,000&over	6,424	14.4	21.5	53.1	9.5	1.3	0.2	12.3
Service workers	1,007	15.2	17.6	48.6	15.2	2.5	0.8	12.4
Under $6,000	276	34.1	16.3	38.0	7.6	3.6	—	11.9
$6,000&over	731	8.2	18.1	52.7	18.1	2.1	1.1	12.5
Farm workers	608	30.4	13.3	43.6	9.1	3.0	0.7	12.1
Under $6,000	380	37.4	15.3	36.8	7.6	2.4	0.5	11.5
$6,000&over	229	18.8	9.6	59.6	11.4	4.4	0.9	12.4
White employed, 45-65 years old	15,526	25.4	17.6	31.9	10.9	7.7	6.5	12.2
Under $3,000	887	51.0	15.8	19.4	7.9	2.9	3.2	9.0
$3,000-$5,999	2,266	47.0	19.3	24.2	5.5	2.2	1.8	9.5
$6,000-$9,999	5,482	30.1	21.8	33.6	8.4	4.0	2.1	11.7
$10,000-$14,999	4,248	14.5	17.8	40.0	14.0	7.8	5.7	12.4
$15,000&over	2,643	5.4	7.9	26.1	16.9	21.6	22.1	14.9
White;collar workers	6,922	8.5	10.6	32.7	17.8	15.9	14.4	12.9
Under $6,000	820	23.2	17.7	30.2	13.8	7.2	7.9	12.3
$6,000&over	6,102	6.6	9.7	33.0	18.4	17.1	15.3	13.1

RACE, AGE, INCOME, OCCUPATION (1971)	Total (1,000)	Percent Dist., Years of Schooling						Median Years
		0-8	9-11	12	13-15	16	16+	
Blue:collar workers	6.647	37.5	24.4	31.9	5.1	0.9	0.1	10.5
Under $6,000	1,349	56.7	20.2	19.9	2.6	0.4	0.3	8.7
$6,000&over	5,299	32.7	25.5	34.9	5.8	1.0	0.1	11.0
Service workers	1,093	39.2	22.2	31.0	5.7	1.6	0.2	10.5
Under $6,000	410	58.1	19.0	18.0	3.4	0.7	0.2	8.7
$6,000&over	683	28.0	23.9	38.7	7.2	2.2	—	11.8
Farm workers	865	49.1	15.3	26.7	6.5	2.2	0.3	9.2
Under $6,000	574	56.6	14.1	22.6	5.4	1.2	—	8.8
$6,000&over	290	34.5	17.2	34.8	8.6	4.5	0.7	11.7

There exist significant group inequalities between men or women when race is used as the variable and between men and women when sex is used as the variable. Black men, for example, with between 13 and 16 or more years of schooling, tend to earn between $10,000 — $15,000 per year. On the other hand, this earning mode is established following the completion of 9 years of schooling for white men. For women, the picture is even more dramatically out of balance. They tend to be concentrated disproportionately in low paying jobs earning $6,000 or less and relatively few of them tend to reach income levels in excess of $10,000.

It is these kinds of group discrepancies that the authors tend to find less important than the discrepancies between individuals within groups. They are clearly both important. The latter because it is evidence of a class system with unwarranted gaps between the very rich and the very poor; the former because it is evidence of a caste system which tacitly accepts the dogma of racial and sexual inferiority.

The chief flaw in this text, however, is not what the authors do with figures, but their tendency to make reactionary statements in one sentence and disclaim them in the following paragraph. Such statements, more than likely, will frequently be lifted out of context to serve purposes which the authors will no doubt declare to be in complete conflict with their main thesis. Yet the book invites this kind of excerpting both on the sensitive question of genetic superiority as well as on the question of school finance. For example, the authors assert the following on p. 149:

> "If we compare ninth graders with similar aspirations, test scores, and economic backgrounds, we find that those who got the most education attended high schools which spent less money than average, had worse paid teachers and had larger classes."

The authors go on to state that the reader "should not, of course, jump to the conclusion that raising per pupil expenditures increases the drop out rate or lowers the proportion of students who attended college. A more plausible theory," they continue, "is that our 91 Project Talent schools are simply atypical."

Is there any real question as to whether Project Talent is atypical? Is it not concerned primarily with the identification of talent among those youngsters in schools from which the colleges traditionally did not actively recruit? What, if anything, do the authors expect to achieve by including such a passage with which they promptly take issue but which is nevertheless a strong statement of fact?

In a similar fashion the authors provide a detailed and concise summary of the geneticist's arguments in support of I.Q. inheritability on p. 81. They then go on to say on p. 82:

> . . . an individual's genes can and do influence his environment. In a certain sense, both sides agree that genes account for the difference between black and white test scores; they simply disagree about the extent to which environment is also involved. One side argues that the genes that cause dark skin thereby influence opportunities and incentives to learn. The other side argues that the genes that cause dark skin influence how much an individual learns (is capable of learning?) from his environment. There is no way to resolve such disagreement in the forseeable future. We cannot expose blacks and whites to the same environment since skin color itself influences an individual's environment. Nor can we compare the test scores of blacks and whites with identical I.Q. genotypes, because we do not know which specific genes influence I.Q. As a result, everyone will doubtless continue to believe what his prejudices make him want to believe. The reader should not be surprised to learn that we favor environmental explanations.

A policy maker who is guided by such a statement may well conclude that the authors are being kind rather than candid. Since it is the genes that determine, in part, one's ability to function in educational environments, such a policy maker may further conclude that little can be done in terms of resource allocation to alter the learning situation favorably for youngsters who have dark skins. It seems to me that an environmentalist could regard the influence of skin color on environment as simply discrimination or racism rather than as an argument for genetic educational competence.

A descriptive analysis is more appropriate for an environmentalist. Dr. James Conant's approach in discussing the causative factors of school performance serves as an illustration. Conant states in *Slums and Suburbs:*

> Perhaps the greatest handicap to good school work is the high mobility of the population in the neighborhood. It is not uncommon in such a school to have a turnover of the entire enrollment in one school year. A careful study of a group of children in grade 4 of one such school showed that their average achievement level was a full year below their grade placement — a typical situation in any slum area.
>
> What the teachers in this school have to contend with is shown by a report from the principal, who writes:
>
> 'When a residential area composed of large, old homes formerly occupied by owners and single family groups changes economically and socially, conditions of general deterioration begin. Absentee owners rent the property by single rooms or small so-called apartments of two or three rooms to large families. . .Such conditions attract transients (who either cannot or will not qualify for supervised low income housing), the unemployed, the unskilled and unschooled, and the distressed families whose breadwinners have either just been committed to prisons or mental institutions or who have but recently been released from such. The only possession most of these families have is children. . .In such an environment all forms of evil flourish — the peddling of dope, drunkenness, disease, accidents, truancies, physical, mental and moral handicaps, sex perversions involving children. . . .
>
> The parents of at least one-third of the children are either in penal institutions, are on probation, or have prison records. At least 100 children are on probation to the Juvenile Court. There has not been a day since I've been at the school

> that there has not been one or more children in detention at the Juvenile Court. . . .
>
> Unless a school is able to educate its children so they may become competent and responsible citizens, its work is a temporary stopgap that relieves immediate suffering only. Although the school is the only organization that has instruction as its primary responsibility, when a noble-hearted teacher faces a barefoot, hungry, sick, distressed child, the result is an endless chain of efforts to relieve such a child.
>
> We realize that little or nothing can be done for or with the parents of the children who face such serious problems in their homes. These problems directly affect the child's health, attendance, emotional and personal adjustment, his learning and his progress (or lack of it) in every respect. In all probability at least one-half of our children will be school dropouts. In our opinion, the children need, desperately, for desirable development, in addition to good schools — good homes, churches and communities.'
>
> I am quoting from an official report which, in acknowledging the generally low achievement of the white children in this school, makes the interesting statement that 'There is no reason to believe that these students as a group are inherently or genetically less capable than average students, but apparently because of some types of experiences in their lives they have been unable to develop their intellectual skills.' The belief expressed in the first part of this sentence can hardly be based on anything firmer than an assumption as to the genetic uniformity of white children whose ancestors have for several generations lived in the United States. Such an assumption, of course, leaves out of account the possibility of a selective process occurring over the generations as some tended to move to one type of occupation and settle in one type of community. However, since I see no way of investigating the role of selective migration, I would be inclined to let the assumption stand unchallenged. *Only I would argue strongly that to date we have no evidence to indicate that the assumption should not be broadened to include* both *white and Negro students*. For all the contrary evidence, namely the poor work in school and low scores on tests made by Negroes, is based to a large degree on the performance of children in what are essentially slum conditions.
>
> In short, until we have a great deal more data about test scores and school records, especially with respect to large numbers of Negro children from stable high-income communities, I for one would reserve judgment as to the answer to the question whether there is a correlation between race and scholastic aptitude. And until the evidence is available, I suggest the only assumption to use as a working hypothesis is that there is *no* genetic or inherent difference as far as aptitude for schoolwork is concerned between large numbers of Negroes in the United States and large number of other children.

Certainly other examples could be found to illustrate this same point. But what is important is that the quantitative data in the Conant quote is interpreted in light of other known facts rather than as if what had been quantified was somehow representative of all the facts. The authors of *Inequality*, even while cautioning the reader as to the shortcomings of their efforts, still manage to project the view that they are presenting fairly conclusive evidence for the readers' consumption.

The text, furthermore, contains a number of statements which are contradictory. For example:

> Page 7.
>
> "Poverty is not primarily hereditary."
>
> Then the authors assert in the next sentence:
>
> ". . . children born into poverty have a better than average chance of ending up poor."

Comments: If "better than average" is not "primarily" then what does "primarily" mean? And on page 138, again:

> Upper middle class children will average four years more schooling than lower-class children. First, they are more likely to have a home environment in which they acquire the intellectual skills they need to do well in school. Second, they are more likely to have genes that facilitate success in school. Third, they seldom have to work or borrow money to attend college. Fourth, they may feel that they ought to stay in school, even if they have no aptitude for academic work and dislike school life. Fifth, they may attend better schools which induce them to go to college rather than to drop out.

The reference to better schools in the above quote tends to conflict with the authors' earlier statement on p. 89 that:

> "The differences (between schools) are surprisingly small (which) suggests that public schools are more alike than parents and teachers think they are."

What comes through clearly is that school differences are large enough to contribute in some significant way to an additional four years of schooling for upper middle class youngsters.

In another instance, the authors state that *differences between schools have very little effect on what happens to students after they graduate*. This, too, seems to be in conflict with their assertion about the upper middle class attending better schools *which enable them to go to college rather than to drop out.*

Inequality fails, in my opinion, because the authors tend to rely too much on abstract quantitative analysis of data and make too little assessment of the quality of their own conclusions. They never seem to be talking about schools with people in them or even about real students.

They have attempted to develop six major themes which show the need for society to:

1. Concentrate on the elimination of racial discrimination rather than on equalizing black and white test scores.
2. Concentrate on equalizing income rather than opportunity.
3. Minimize the impact of luck on influencing success or failure.
4. Concentrate more attention on the internal workings of institutions and less on the relationships between institutions.
5. Minimize both genetic and environmental inequality which play a major role in producing cognitive inequality.
6. Establish political control over the economic institutions that shape our society.

There is a tendency on the part of the authors to be lukewarm rather than emphatic on each of these themes with the possible exception of the final one. The work, though funded under the Center for Educational Policy and Research, is seemingly only incidentally about education. The authors, in the end, have quoted a great many mean scores, worked out many standard deviations and coefficients of variation (with which one may wish to take considerable issue, in some cases) and are in no way lacking for footnotes or any of the trappings of scholarship. Perhaps they tried to weave a single fabric from more discrete pieces of information than they could handle.

This reader can only conclude from the work that small measurable economic and discriminatory inequalities tend to have a large social impact on the lives of individuals and groups in American society. The rest of *Inequality* is largely a collection of disparate arguments that are interesting but not sufficiently cohesive to make a case for any of the book's several themes.

Some of the Pertinent After-thoughts and Comments

Mr. Teilhet: I don't know if you have figured it out for yourself, but this was not exactly a "balanced" panel. But I think that from the notes that Dr. Bane has been taking, she is more than capable of handling herself and her colleagues' work. I would like maybe to summarize in a very few words where most of us, as teachers, are. On the one hand, they are telling us that there is not much identifiable correlation between either the amount of schooling one has or the kind of schooling one has and how much money one has and whether you get to go to Disneyland as a school board member, that is, the relationship between money and power. I think that there is a feeling on the part of the panelists who might respond to this as an attack on the institution of public education, and that someone is advocating either that we do it "in" or greatly minimize their role in society. With that, I will ask Dr. Bane if she would like a moment or two for a rejoinder.

Dr. Bane: want to respond to a couple of things. One is that this is the first time we have ever been attacked for not drawing enough conclusions from our research. It is quite a pleasant surprise, I must say. The first thing brought up by the panelists is that the conclusions in the book itself do not say much about what schools could be, it does not deal with a lot of things which schools do, things which they ignore, education for purposes other than economic success. This is true. I agree with them myself. They are right.

Secondly, I would like to talk about the "straw man" argument. Dean Schwebel argued that no teacher or school expected education to equalize income. I think that is probably true, too. I think one of the reasons is that teachers have been more sensible about this sort of thing than economists and policy-makers. One of the most depressing things in investigating this subject is reading economists' explanations of inequality. One gets to the end of their books where they say, "Well, we can't explain this very well, but I think probably the answer is education." I think that this was the view that came across to policy-makers. I think one of the reasons is that people felt that education was a relatively easy and harmless thing to tinker with. Economists, policy-makers, and others concerned about economic equality thought that it would be a good thing to go after. As I said, I have always been convinced that teachers are more sensible about these things and that perhaps for teachers it was not a "straw man."

Dean Schwebel brought up several points about what the data says about what schools can do. He talked about stale and old data, and he stated that much of the data was gathered before massive federal funding came in. That is true. I think the point though, and the reason why it is worthwhile to look at that data, is that Dr. Schwebel and many of you think about educational reform more creatively than most people. Most people think about improving education in fairly traditional terms, that is, most people who think about education when they talk about improving education are talking about making the bad schools look more like the good schools. I am not saying that everybody talks about it that way but most people do. Most people, when they talk about putting more funding into education are not talking about spending $3,000 or $5,000 a year per child. They are talking about spending in all the districts of the country what Newton or Brookline (Mass.) spend. They are generally talking about a range of policy which does, indeed, exist. We can get some indication as to what that would produce by looking at available data. We can look at the differences between districts which have funding equal to Newton and those which don't. That can give us a pretty good idea of what would happen. I think that most of the educational reforms which are being considered for policy implication on a large scale are ones of that kind. They are pretty much "more of the same." Now, that is too bad and it does not say anything, as Dr. Schwebel selectedly pointed out, about what could be. But it does tell me what is likely to be done within the range of reform that we are talking about. Although Dr. Schwebel is correct in saying that we do not yet have available data on the input of federal funds, we do have data on what happens when other schools spend that type of money. I think we can make pretty good predictions from that. Therefore, I think that there are policy implications to be drawn from the kind of things we did look at.

One of the other major points brought up was the distinction between our emphasis on individual inequality and the emphasis on group inequality. I tried to speak to that in my presentation because it is an important issue. We were, indeed, looking at individual inequality. There *are* large differences in groups. Those are important, too, and people ought to be concerned about them. We were looking at individual inequality because, as I tried to indicate, inequality among individuals is large compared to inequalities between groups. Essentially what we are saying is, "No, there isn't equal opportunity in this country, but equal opportunity isn't nearly enough; let us think about the rest of the picture, too, as well as inequality between groups."

Dr. Simpkins: I don't believe that you can take a bit of quantitative data alone (the authors state repeatedly that they favor the environmentalist interpretation of the 15-point split between black and white IQ test scores) and simply make the statement that "we tend to favor the environmental explanation for the difference." That is not sufficient, particularly, when you spell out in concise detail the geneticists' argument for the 15-point spread.

Dr. Bane: I don't think we do.

Dr. Simpkins: If you contrast, which is what I tried to do, the style of a real environmentalist, which I think James Conant is in *Slums and Suburbs*, there is a great deal more flavor given to what happens in schools, also in Jonathan Kozol's book, in Nat Henthoff's, and also in *Crisis in the Classroom*. There is a great deal more, in an explanatory sense, so that the reader is not met with cold numerical data which the authors purport to represent all the truth. As I said in my presentation, the tendency in *Inequality* is to make a fairly outlandish statement in one sentence and then to halfway repudiate it in the next paragraph. I think that your book is set up so that a number of extremely reactionary arguments can be pulled out of context. Of course, the authors can say, "But, that is not what we meant." As the material is presented, there is an invitation to someone to do that.

Question: One of the questions I was going to ask Dr. Bane is that it seems really apparent that if one of the purposes that you had was to equalize things, one of the things that is being used by all kinds of people, tax conservatives, the Supreme Court in the Rodringuez case, for example, is to say that since the experts from Harvard disagree on the whole subject, why should we equalize opportunities vis-a-vis money among these kids? In other words, what they are doing is justifying the spending of $300 per child in one district, and $3,000 in another, because the experts disagreed. That is the name of the game in the politics of education. What the book unfortunately contributes to is the individual, like Ronald Reagan, who says, "Oh, the hell with it. It doesn't make any difference."

Dr. Bane: I often have been accused of being part of the Cambridge conspiracy to destroy the public schools. It reminds me of the famous conspiracies which the Government draws up in which you don't have to know the other people, you don't have to say what they have contributed to, you don't have to do anything. If you don't, it goes to prove what a clever conspirator you are.

The way people use the book is something we obviously do not have any control over. We did have control over what we said in the book. What we said I will stand behind, in terms of resources, genetics and in terms of the other things which these people are quoting. We obviously thought about the potential political impact of the book before we published it. We were convinced that the issues ought to be raised, needed to be raised, and that it was important to do so. That is why we did it. When Ronald Reagan quotes out of context or misquotes us, which more often happens, there is not a whole lot I can do about it. I think it is also probably true that if Mr. Reagan was not misquoting us, he would be misquoting somebody else. I don't think that social science evidence persuades him very much.

Question: Now that you have written the book and it has been published, you have had both negative and positive reactions. I would like to know if there are any changes you would have made in the book?

Dr. Bane: Yes. The main thing that I am concerned about, and what people have rightly gotten us on, is the end of the chapter on income where we come to the point where we say, "Well, we can't explain very much of it by family background, by education, and so we are left with a very large unexplained variance." When we got to that point, we said what does explain it: probably things like luck, competency that can't be measured; I can't remember the various list of things we said. The thing that got picked up was the "luck" business. I think probably phrasing it that way was a mistake on our part.

I think now that a better way of dealing with the whole issue is to think about the various kinds of system variables which work into that too; for example, job structures, discriminatory hiring and the various things which might be "lucky" or "unlucky" when you are looking at it from the point of view of a person getting a job but which are controllable within the system as a whole. I think when we used the terms "lucky" or "unlucky", we were talking about it in a very peculiar sense. Those are the issues that I am most concerned with now. One would always like to rewrite books yet another time.

Question: You stated that equal opportunity is not nearly enough. Because I am a member of an oppressed minority, I would like to ask "not nearly enough" for whom? Sixty percent of the children I teach are minority children. Equal opportunity would do a great deal for them as it would for me. My peers, as I grew up, were young men. I was equal to or better than them all the way through high school. All of a sudden it became socially unacceptable to be equal. Not one of them chose to be a teacher. I didn't either until eleven years after I had been a teacher and I was still deciding what I was going to do when I grew up. I decided that I had already grown up. That is not going to happen to the girls I teach, I hope. Equal opportunity is enough for something.

Dr. Bane: I think this is obviously a legitimate difference of opinion. I think that for some people, looking at it from the point of view of a woman or a black, that they would be well satisfied with equal opportunity. That is probably correct from your point of view. We look at it from a different point of view, saying, "Okay, suppose we did have equal opportunity, we would still have enormous inequality and we have to be worrying about that as well." One's emphasis is obviously something of a personal matter.

Question: What benefits do you think can be derived from this book from the viewpoint of practicing classroom teachers?

Dr. Bane: I think that the only thing that is really applicable to classroom teachers and those in the education business is the section (that I talked about in some length) on lowering expectations, that nobody should be expecting the schools to work miracles. I think if that happens it will be to the advantage of teachers. We would like to have people thinking about the chapter on income distribution and what we can do about it. Kick people in the pants and stop them from thinking that we can solve these problems in the schools or by means of piecemeal solutions. That's the point that we wanted to make.

Question: The educational system is simply a reflection of the larger system. If you want the larger system to do something about the immorality of such a vast difference in the distribution of wealth, why not go directly to the larger system? "Kick them in the pants" and tell them to get their values in order.

Dr. Bane: Again I can only say look at what we wrote, not at what you think we said. Time after time in the book we emphasize the importance of education for many things. We emphasized the importance of equal opportunity. I can not account for how people are reading that; I can only tell you what we said in the book.

Question: Is it valid to use past data?

Dr. Bane: As to whether it is valid to use data from the past to talk about the present, first of all, a lot of the data that we had was more recent. It is only invalid to use data from the past for specifics, but when talking in generalities, it is valid, if things look the same as they do now. We took our samples, saw what the distributions looked like, and considered whether it was comparable to the present situation. Contrary to the hopes of those of us who are perennial optimists about the progress of history, things look pretty much the same. So I think you are right. A longitudinal study with thousands of people would provide far better data. We would love to have it. But nonetheless, I think the conclusions are pretty valid.

Question: How can I substantiate my teaching, my emphasis with children on learning to read and write, when I am being told by the experts that it will not do children that much good?

Dr. Bane: You can do this by showing them that you love to read, that you get pleasure out of writing. It is the point I made earlier, that for an individual in society, it is obviously true that education can be used to get ahead. I hope you won't use this with your kids: that the reason they should go to school is so they can get ahead.

Question: As a teacher, I think it is my responsibility to speak to my boys and girls in a fashion that will be understood by them. As a writer of education materials, as you profess to be, I believe your responsibility is to write in such a fashion that you will not be grossly misunderstood by so many.

Dr. Bane: Have you read the book?

Question: No, I haven't.

Dr. Bane: That's what I thought.

Mr. Teilhet: May I interrupt with just one answer that might save us all a lot of questions. I just finished the part of the book I can understand that is concerned with policy questions. Repeatedly throughout the book, the authors consistently argued for more money for public schools, a wider expansion of public schools as an institution, better education and environment for teachers, better learning materials, and for getting rid of hostile, oppressive kinds of schools. They had one sentence that I think was just beautiful: "A good school is a happy, pleasant place for teachers and kids to be." They talk about improving skills and all the things that we deal with. They simply stated that schools are poor mechanisms for social change and particularly for the redistribution of wealth. So I suggest you look at it and see that a lot of good things are in the book about what we do for a living; it encourages a lot of things we try to organize for as a union.

Dr. Bane: I agree that writers have an obligation to try to make themselves understood. We did the best we could. However, readers also have an obligation to read. Secondly, regarding the relationship of education to the income of blacks as opposed to whites: our major sample had to do with white males. We did do a separate analysis for blacks. Not only was it the SEO sample, which we used mainly, but also the Duncan sample reported in other places as well. We did look at the various variables for blacks, including education, as well as for whites. What we found was that the payoff of education for blacks is lower than it is for whites, which means that the way the economy and job structure is presently set up, blacks are still discriminated against no matter how much schooling they have had. Although it is true that many of you are arguing that schooling can be a way out for blacks (and in a sense that may be true), it is still going to be hard, because the discriminatory structure of the labor market works against it. So, yes, we did look at the relationships for blacks. That is what we found and that is what we reported in some detail.

Another question was how do you decide what is a good and what is a bad school? The definition I was using was, indeed, based on scores on standardized tests. Those are what we looked at because they are the best tests available on predicting success in school and other success, which is what we were interested in. We did not state that the things that they measure are important, but it does predict school success. I tried to define a good school very simply: that is one which tended to raise scores. The way to identify them is to look for schools which did raise kids' scores. The interesting thing was that when we pursued that analysis, those schools do not have any particular identifying characteristic. Some spend a lot of money; some don't. Some have very experienced teachers; some don't. This is why I did not give a more precise definition.

Question: What expectations can be expected of teachers as practitioners after reading this book in terms of both short-range and long-range goals?

Dr. Bane: I tried to answer that question before, namely, that for people in the classroom, it probably does not say much. There are lots of things that teachers and schools do. We know when we are in the classroom whether we are doing them well or poorly. We try to keep doing them better. I think that as an educational researcher, I have become more modest about what such research can do. I think teachers are pretty good judges of whether they are doing a good or bad job and that you ought to trust your own instincts on it.

Dean Schwebel: I would like to say what I think the book means to those of us in the schools. You know, I take strong issue with Dr. Bane and the book. I take strong issues to the one point, among others, to which she responded regarding stale data. I said the schools and the children who were studied were evaluated before anything was even beginning to be done of substantial value in the schools. I said also that the schools were studied before teachers themselves were really involved in trying to change the schools. If there has been one big development in the last ten or fifteen years, it is the fact that teachers themselves are involved in seeking the kinds of changes that have to be made. Maybe nothing good will come of this, but how can we say in advance that it won't? How can we say in advance that because schools that had a lot of money in the past didn't work for certain children, they are not going to work in the future? Dr. Bane said that we assumed that if changes were made in the schools they will be the same old schools, because maybe what the schools need is $3,000 per child. Of course, we are not getting that now. We have to struggle for it. But why do we give up in advance and say that it won't make any difference in reaching a far greater equity so far as children are concerned? My point specifically is this: What can we do? We can recognize about this book and other research, quite apart from the people involved, that these books perhaps point out that schools have not been effective for many children, as if we didn't know that. But recognize that these books do us no service, and in fighting the ideas in them and in studying and criticizing them, I should think it will lead us all the more to decide that schools need to be changed. We who work with them must continue to work at changing them. We must recognize that our first efforts might not be very good, and our second efforts might not be very good, and our third and our fifteenth, but if they are going to be changed to be effective, it is going to be through our efforts.

Dr. Bane: I agree with what Dr. Schwebel is saying. It seems to me that it would be a better antedote for people not to argue that our findings and data are wrong, but that we are looking at the wrong kind of outcomes, that schools do other kinds of things, and that is what we should be striving for. That is what we argued in the book. I think that to build your arguments and expectations on saying that the schools can make a differecne in the economic structure is an argument that is doomed to failure. I think it is a better strategy to do the other.

Question: It seems to me that there should be some area of agreement between this audience and Dr. Bane. She is saying that you can study your algebra, but you won't be able to start another Lockheed Aircraft or telephone company. The scramble for the wealth is over. It's been gotten. We can merely tell our students that if you study your algebra, you will be able to get a good job in the telephone company and that is really something worthwhile. But in order to have a school good enough to train somebody to be able to get a good job in the phone company, we need books. And if the President won't give us money for books, it won't work. The reason the President won't give us the money is because he wants to give it to Lockheed.

Mr. Teilhet: I am going to leave you with a few recommendations: (1) If you get an opportunity, read the understandable parts in the first third of the book. (2) There are some very competent reviews, one of which is in the material you received at this QuEST Consortium. (3) Don't get too happy with yourselves as teachers.

There are a few realities I didn't need this book to figure out: that we have inequality in this country of the mass distribution of wealth, power, and decision making — and inequality in the realm of opportunity. There are a whole host of injustices in the public agenda. I am not firmly convinced as a teacher, an AFT teacher, that if we just had better schools all those other things would just go away. I submit that we have before us an action program that might address itself to these problems instead of just wringing our hands and saying that it's not possible. I can see a time where if we had three million school teachers organized into a public organization with power and direction, we could give it to the public weal, organized as a participating part in a free, democratic union movement of 20 million Americans dedicated to the ideals of social justice and change, several things that Karl Marx, in oversimplification, thought would never occur. They would be before us and schools would be a part of it. One is effective social legislation and, two, is effective trade unionism and, three, is the direct action of a democratic citizenry. Those are the only ways I know that we can redistribute wealth and bring justice and equality to this country. I just don't think that small class size is going to do it. We have a dual agenda: to unite and coordinate and to act to overcome the legitimate problems that I believe have been identified for us this evening.

The National Institute of Education: How Will It Affect Teachers?

Moderator: Ms. Vivian Gallagher, AFT Vice President, Chicago, Illinois

Presentation: Dr. Thomas Glennan, Jr., Director, National Institute of Education

Teacher Respondents: Ms. Betty Nyangoni, Howard University, member of Local 189

Ms. June Wells, District 12 Federation of Teachers, Denver, Colorado, Local 1962

Mr. Doug Wilson, Folsom-Cordova Federation of Teachers, Sacramento, California, Local 1891

THE NATIONAL INSTITUTE OF EDUCATION: HOW WILL IT AFFECT TEACHERS?

DR. THOMAS GLENNAN, JR.
Director, National Institute of Education

Let me give you a little history of the NIE, because it is a new organization and you probably do not know very much about it. It is still very much in its formative stages. Where it goes is still a major question and, I think, will remain one over the next few years as we attempt to evolve a strategy for research and development in the Institute.

The Institute was proposed in March, 1970 by President Nixon in his Education Message. The proposal was based on a belief that the nation was neither investing enough nor investing well in educational research and development. It was based on the belief that we have not been able to attract into research and development people of high quality, or of as high a quality as would be liked, or with as broad a set of qualities as would be liked. It was also based on a concern that many programs which we had all viewed as terribly important to meeting the aims of education in the United States were being judged as less successful than desired, and in some cases, were outright failures. Finally, it was based on a belief that perhaps research and development activities could be used in improving the quality of those programs.

The Institute has a mandate which begins with a reaffirmation by the Congress of the policy that we should be striving for: an equal opportunity for everyone to obtain a quality education. It goes on to note that the obtaining of a quality education and improving the quality of education requires more dependable information on education and on learning than we have now.

There are four major charges, four sets of activities that the Institute should be involved with:

First, it should be helping to solve or to alleviate the problems of, and to achieve the objectives of, American education. It should have a problem-solving orientation.

Secondly, it should advance the practice of education as an art, a science, and a profession.

Third, it should be concerned with the strengthening of the scientific and technological foundation of education, the theoretical and scientific underpinnings of education.

And, finally, it should be concerned with developing an effective development and research system.

The Institute was created largely by transferring a set of programs that had begun as a part of the Office of Education. I will get to the specifics of those programs, but let me first try to place the Institute in the organizational structure in HEW. The same act that created the Institute also created something that is known as the Educational Division, headed by a line Assistant Secretary and with two major operating units under the Assistant Secretary, one the Office of Education, the other, the National Institute of Education. The Commissioner of Education and the Director of the NIE occupy equal positions within the organization.

- A third major unit which is now evolving also created by this same amendment, a unit that is called Funds for the Advancement of Post-Secondary Education is concerned with the development of new and innovative alternatives in the post-secondary education.

We inherited a set of programs from the Office of Education, which we have been attempting over the past year to understand, to come to grips with, and in some instances to redirect or, in some instances, to cut off as non-productive.

The first of these is Career Education, about which you have heard a lot. The Career Education activities that came to the NIE were a set of four models that had been developed or are being developed. One is an "in-school" model, which is basically curriculum reform intended to provide materials that can be used from K-12 for getting across career education concepts, career awareness, career preparation, etc. A second model deals with an "employer-based" concept, a notion that has been evolving. The third major area is something called a "home-based" model, which is focused at the post-secondary level, by and large. It is being implemented to deal with the problems of connecting the sources within communities which have relevance to career education with people who have interest in attaining those educational experiences. Finally, there is a "residential" program that deals with families in rural settings. We have gone on to propose a new form for the career education effort within the Institute. We want to focus on this late secondary school period, but we also want to focus on the mid-career area, with the possibility that we can develop, or help to develop systems that provide continuing education, opportunities for career redirection, and, in particular, opportunities for women to re-enter the labor force after raising children.

The second major program that we inherited from the Office of Education is a program called Experimental Schools. This was designed to get around the problems that many people have seen in the way that education has been supported by the federal government in the past ten years. The premise upon which it is based is that comprehensive change, change that involves teacher training, curriculum reform, governance, changes in the way in which communities interact with their schools, changes in administrative practices, and changes which are supported over a period of time (in this instance five years, with a relatively firm guarantee of funds to carry that out) would have a more lasting and significant effect on the community than the kind of piecemeal demonstration carried on in the past. There are now about six major projects in large school systems and perhaps ten smaller ones in rural school systems that are attempting to present this kind of an idea.

The third major area is really a whole collection of different activities and scarcely should be called a program. But we haven't found a much better way to organize it for at least quick discussion. It is a set of activities that were carried out in a group of organizations known as the Regional Labs. Many of you may have come across some of the products of these activities. The labs have been heavily involved in the development of materials for use in the classroom and curriculum development. The Research and Development Centers have to some extent been involved in this same kind of activities but have also concerned themselves with teacher education, understanding of competencies that are most effective in various kinds of classroom situations, administrative practices, higher education, etc. Those labs and centers have been carefully reviewed over the past year and the programs have now been put down to an individual basis and we are able to track them somewhat better than was the case in the past.

Another area which is a continuation, but a somewhat different kind of continuation of past activities in the Office of Education, is what we call Field Initiated Studies. This is an area that has, to date, been focused primarily on the scientific and technical basis for education. It has been a fairly fundamental research program responsive to the interests of and concerns of research people in the field.

We think that the bulk of the Institute's activities must be concerned with solving education problems. It must be applied research. But also some small part (about 8% of our budget for the fiscal year) ought to deal with fairly fundamental research activities.

We will inherit several more programs on the first of July, if things proceed as they now seem to be proceeding, e.g., a set of activities that have been carried on by the National Center for Educational Technology in the Office of Education, which has been dealing with applying technology to the education process, and has supported in the past such things as Sesame Street and the Electric Company, bi-lingual TV, and so forth; and also the education programs that are being transferred from the Office of Economic Opportunity.

The last area that we inherited, and one which I want to "string off from" in trying to talk about what the effects of the Institute might be on teachers, is the dissemination area. If there is one kind of concern that has been raised over and over again by both friends and critics of the Institute, it is a concern about the carrying out of research that somehow ends up sitting on shelves and never being used and the development of products that somehow are not used in a classroom. So we have taken as a major policy issue, perhaps the first really major one, the problem of improving and understanding how to improve our linkages with the field. I think that we have to experiment with a variety of these things, in fact, to examine some kinds of institutions that already exist. We must find ways of doing research and development and producing research products which are more relevant to classroom activities. We must find ways to get a clearer understanding of classroom practitioners, as to where their problems are, what kinds of issues they feel need to be dealt with. There needs to be a very significant improvement of the communication between classroom teachers and first-line supervisors and people who are planning research and development activities. It is, it seems to me, very much of a two-way street. It is something that we hope we can do. We are in the process of carrying out a study of these linkages, of ways in which we might experiment with improving them.

Let me talk a bit about the kinds of alternatives that we are considering and want to look at in more detail. In the activities that we inherited, there was one set called Educational Extension Agents. This was a creation of a resource center that was responsive to the query for solutions or potential solutions to problems that were being faced by a wide variety of practitioners. A set of people were trained to use that resource center and also trained to go out and deal with practitioners where they were. There are a variety of people who are involved in this, classroom teachers, principals, administrators. Not so surprising, I suspect, that if you were a teacher and became an Extension Agent, you would talk to the teachers. If you were an administrator you would talk to the administrators. There is communication difficulty otherwise. Still, there seems to be genuine enthusiasm on the part of people who have been touched by, i.e., who have worked with, these extension agents. We are continuing to support a true demonstration activity in that area.

The second area of linkage is one which I know that you as an organization are very much concerned with: the teacher center movement. It seems to me that there are a variety of governmental structures that can be considered. We have gone across the country and seen many different things called teacher centers, ranging from centers set up by state departments of education and schools of education, which are intended to provide in-service or continuing education to teachers, to the kind of teacher-initiated, teacher-supported, teacher-governed organizations that more nearly approximate the kinds of models that come out of England and which, I think, are the kinds being advocated by a number of teacher organizations.

The point is, in a teachers' center, they share some qualities or ought to share some. They ought to be accessible to teachers. They ought to be relevant to the teachers' problems. They ought to provide quality knowledge in helping them to solve their problems. They can simply be a place to exchange information or they can take on more significant roles in the actual development of program activity. If such a movement seems both effective and is to be expanded, it seems to me that the Institute must find a way to be of use to it. We must find a way of providing information to such institutions in a way which can be used by the institutions. At the same time, we must find a way to draw from the institutions some guidance for our planning activities as to what kinds of things we should be doing.

The third class of institution which we have been thinking about are called Advisory Exchanges. Here we have two types in mind: what we call a neutral exchange, concerned with the unbiased appraisal to all kinds of solutions to particular problems. The other kind of exchange might be called an advocacy exchange. This has been much more common in the pre-school movement, for example, where the exchange very clearly has a philosophic and pedagogic point of view. The clients of those exchanges go to them because they have the kind of guidance and help they want.

The fourth kind of linkage intermediary exists already in some numbers. That is the Regional Service Center. Texas has a fairly well developed group of them. There are a number of others around the country. They differ significantly in their orientation, depending to some extent on how they started. These do seem to me to represent a potential for bridging that gap between the research and development community on the one hand, and the practitioner community on the other.

Finally, there is a possibility that seems to be an exciting one, that is, there are increasing amounts of school-based research and development activities carried out by school systems as a part of their normal operations, much as industrial firms carry out research on their production processes as part of their normal operations. These activities either adapt or develop new materials and test them and provide the kind of installation services appropriate at the local level. If such a system, that is, if the R&D system would de-centralize in that form, particularly in the large city school systems, then we would have still another form of research and development that we need to relate to.

We are looking at existing activities that approximate these models. We are not out to reinvent the wheel; we don't believe that any of what I have just spoken about is not already being done some place, some how. We do need to worry about how effective these mechanisms are and to worry about how we can relate to them. We need, particularly, to worry about our development procedures to see that the kinds of materials that are developed are in a form that are likely to be useful to teachers. I think it has been abundantly demonstrated that the kinds of "teacher-proof" materials that have been, at least apparently, invoked over the past years have not been very successful. Teachers do not like "teacher group materials" and I think for very good reasons. I think there has been a move away from the kind of tightly programmed, tightly integrated activity that provides no role for teacher creativity and problem solving. We need to look further at our activities to make sure we are in fact doing things that may be useful.

We need to consider, as I continue to re-emphasize, the need to consider how we in fact get information from various levels in the practitioner community (guides for research and development processes) and how these intermediaries can serve as a means of communication back to the Institute the problems we could usefully devote research and development efforts to. We need to examine the whole issue of *incentives* that face you in the classroom. As far as the adoption of new or improved kinds of programs, I think there are very few incentives. For those of you who have tried to do things differently and innovatively, the rewards are all intrinsic, e.g., the satisfaction of the job. There are not very often in bureaucracies incentives for doing things in different ways.

Finally, we have talked about a very difficult area, one about which I know this organization is terribly concerned. That is the area of consumer information. There are an immense number of products out in the field. There are curricula, textbooks, multi-media kits, and so forth. As we go around the country talking to people, time and again this comes up. It would be helpful to us to have some understanding of the strengths and weaknesses of these different kinds of materials, some understanding of the difficulties there are in putting those materials to use in the classroom, some better information on the true costs of those materials, something about the quality of the teachers who get to make a particular kind of learning system work, something about the qualities of the program that might be offensive or would be very attractive to the different kinds of communities, different cultures, and so forth. We have been giving some serious thought to the issue of whether we should get into that kind of consumer information activity, information that I think would be aimed at many different levels, ranging from the communities themselves, through the teachers, to administrators within the school system. I would emphasize in all this, it seems to me, that the Institute cannot succeed and will not succeed if we don't find a way to relate *our* activities to *your* activities, if we do not find a way to improve the relevance of what we have done to *your* activity, and if we do not find a way to understand more of what *your* problems are.

RESPONDENTS

Ms. Nyangoni: In a recent article, Dr. Donald Warren, chairman of the Policy Study Division of the College of Education at the University of Illinois at Chicago Circle, reminded us of the long history of educational reforms which it was hoped would be promulgated by the federal government. Pre-Civil War plans for a national bureau of education depicted an agency responsible for education statistics and publicizing the social and individual betterment expected to result from the nationwide distribution of educational opportunity. The leading educational spokespeople of the day articulated hopes for a bureau which would influence the adoption of uniform school policies and practices across the land, reveal local deficiencies, publicize the nation's most effective and efficient schools, thus providing incentive for increased spending on schools, and equipping the new education with a national platform from which to assert the value of public schooling. At the same time during pre-Civil War days, a Minnesota Congressman added the following, i.e., that the bureau would enforce educational opportunity for Black people, particularly freedmen living in the South. The Department of Education on the national level opened in 1867, just after the Civil War. Most educators, and lay people as well, generally agreed on two basic goals for this department. First, it would foster school reform; second, it would select and publicize reliable statistics on education, descriptions of actual school programs and innovations. In 1870, the Department of Education was renamed the Bureau of Education. Its function did not change specifically from that which it performed prior to the name change. By the turn of the century, allegations were being made that the federal education bureau was nothing more than "a bureau of information." Does that sound familiar?

I think it probably does, and when I look down the list of goals that Dr. Glennan just enumerated, NIE's goals seem very similar to some of the goals in the last century. I do not think there are many new things being proposed by NIE.

Looking at NIE on the drawing board (and it is just a couple of months off the board) I think that we can make a few assessments and a few predictions that just might be food for thought.

Even with the distinguished governing board recently named to work with NIE, it is charged with a formidable task which must be met or NIE will fail to live up to its challenge just as the preceeding historical example exemplifies. In order to attain the stated goals of NIE, I would like to suggest that the Director, and others involved in NIE, give some attention to perhaps what might seem like peripheral problems, but as far as I am concerned (and I think a lot of other teachers are too), they are very important considerations. I suggest: (1) That NIE work out a mechanism for convincing concerned parents, educators and citizens that NIE is indeed a serious federal effort. That might be very difficult and I do not have a blueprint to suggest how it could be done, but I know that it is an important consideration. (2) That the Insitute work as best they can to repel what I call "research lechers." These are people who are simply interested in research for research's sake. I think there certainly is a place in our society for pure research, but I think that in this day and age the field of education needs that least of all. (3) That NIE work to prod the Congress to reconsider its priorities and to allocate funds for genuinely educational matters. I am not necessarily suggesting that NIE become a lobby organization, but I do say most emphatically that the problem of priorities is a very serious one.

In some quarters, NIE has been likened to the NIH. If this is so and if NIE lives up to this, then the reservations of NIE's impact will probably be ill-founded. Many have voiced their skepticism about the potential success of NIE, given the bureaucratic structure of government, given the political climate of the country today, given the historical nature of education as society's stepchild. Some cannot be convinced of any positive, substantive changes in the 1970's which the NIE can bring about. Perhaps a statement by Malcolm Scully might be appropriate here. Writing in the March (1973) issue of *Change* magazine, he had this to say: "In conversations with educators and journalists in Washington, Dr. Glennan has gained a reputation for frankness and a willingness to listen to advice and criticism." He is certain to receive a lot of both. Good luck. There are still some who would like to believe. Perhaps that is the challenge more than anything else. Through your work you might try to restore some hope for those who still want to believe.

Ms. Wells: When I came to the Consortium last year, I was a bit disappointed. I waited for some great revelation to which I could respond. That revelation did come, and I was a bit disappointed. Again, this year, I feel I had my breakfast too early: I got a bit of pablum here. What I want to do is to try to inform you of some things about NIE which I think Dr. Glennan did not inform you. Then I have some conclusions from the research I have done and some questions I want to ask Dr. Glennan.

President Nixon, in proposing NIE, said that it would give educational research the prestige, visibility and funding that NSF and NIH have gained in their fields. He did not say whether or not he was going to fund and support programs in order to give them that. There is another variable that I wonder if he considered: kids and education and young people whom we work with are not scientific constants that NIH and NSF work with. Hopefully, Dr. Glennan, with his research and technological background, will remain aware that there is a humanistic aspect to educational research.

Let's look at the federal organization of education. First there is the Office of Management and Budget; that is not listed in the organization, but I think that is the most crucial one because that is where the decisions are going to be made as to how the funds are going to be doled out. Under that comes HEW with Caspar Weinberger, the former OMB director as head; under that comes Assistant Secretary of HEW Marland; then under that comes, according to the legislation, the National Council of Educational Research, which is supposed to have been a 15-member council appointed as a governing board for this. Eight months after NIE's inception decisions had been made, grants had been awarded, and the Council still had not been appointed. On the 15th of March, this year, the National Committee for Educational Change filed a suit to stop NIE from continuing any old grants, making any new grants, and proposing any new regulation. It also sought a judgment voiding the NIE until the Council was appointed. A week later, on the 24th of March, President Nixon appointed the Council. I am going to be eager to see how well the Council functions. Is it going to be like the "advisory committee'' in our schools, a display of tokenism, or is it going to have real input from parents, teachers, and lay people? That is going to be the question. Under the National Council comes Dr. Glennan. They have made a point of saying that the USOE and NIE are separate and distinct, but equal, agencies. NIE is not going to have to depend on OE or be under them. Hopefully they can work together.

One thing that concerns me a great deal about NIE is the background of its director. His three degrees are a BA in Electrical Engineering, and MA in Industrial Management, and a Ph.D. in Economics. Congressman Brademas had hoped there would be a national educational research figure to head this. I hope Dr. Glennan, who spent eight years with the Rand Corporation as a research scientist, will not use the same methods and philosophies at NIE that he did there. He is, however, much more than a systems management man. He is more administrator than researcher according to the information I came across. He has a reputation for candor and the ability to manage both programs and people well. NIE has had a lot of problems, so I guess his management ability has been tested. There was a time when the Post Office would not even deliver mail to NIE because they supposedly did not have an address. They had borrowed furniture and all kinds of problems. But Congressman Brademas, the author of the bill that created NIE, said that Dr. Glennan did not have to get an ''O.K.'' from Secretary Marland on anything. So it looks like he has his ''own baby to rock'' and can use whatever kind of rocking chair he wants to.

I have already talked about the Council. The law which created it stated that NIE shall consist of a National Council of Education Research, which shall establish general policies for and review the conduct of the Institute; the director shall perform such duties and exercise such powers and authorities as the Council, subject to the general supervision of the Assistant Secretary of Education, has prescribed. Now this is going to be interesting to see. It sounds like this is the school board and he is the superintendent. It is going to be interesting to see who is going to run the show, the school board or the superintendent.

I am interested in the reaction of the newly appointed Council concerning the R & D centers that have been shifted, the grants that have been made, the regulations proposed, the $10 million in Field Initiated Studies proposed, all of this before the establishment of the Council.

Another big factor in the success of the NIE is going to be the funding. As we all know, education has a very low priority in every area in this nation. For instance, our government spends 10% of its defense budget on research, it spends 5% of its health budget on research, it spends ½ of 1% of its education budget on research . . . and the education budget is infinitesimally small to begin with.

The 1972 budget for NIE was $103 million; the 1973 budget, $110 million; the projected '74 budget, $162 million, which included $24 million transferred from OEO. I fear that the administration will not enlarge the educational pie and that the ''new money'' for NIE will have to come from existing funds. For instance, I just received a Title III grant for research with my students in my district. I was one of seven in Colorado. We were told, ''Enjoy. This will be the last one.'' I am afraid all of these programs we have been ''enjoying'' are being discontinued. They have proposed a new three year program to cost $550 million, but I hope not for the same research organizations, think tanks and consultants that

OEO supported.

Last year, when I made my presentation on "accountability," I said I had two real concerns, that I kept seeing the words "productivity" and "comparability" in all of the reading material and hearing from all of the speakers. In doing research on NIE, I came across the same thing again. One of the goals of NIE is to increase the "productivity" of education. I am not on an assembly line; I am working with human beings. I have to have many other things before I can increase "productivity." I do not know what Dr. Glennan and his agency are going to be able to do to help acquire them.

Some of the conclusions which I have come to are these: (1) Working in tandem, NIE and the USOE may be able to generate new knowledge if they are both properly funded and staffed. That is a big "if" which has not been fulfilled in the past. NIE is now one of the few remaining sources of discretionary-funded programs whose support is no longer assured under special authorization. But if NIE becomes politicized, its usefulness as a research institute will be compromised. (2) Educational research is different in character from research in the physical, natural or biological sciences. The difference makes an inseparable connection to questions of human need, choice and value. (3) Functioning as a part of the network of other more powerful social systems with effects that are difficult to isolate, schools have proven to be limited agents of social change. School reform tends to follow, not lead, its social requirement.

The decision to engage in research can be taken in lieu of policy and program changes aimed at correcting institutional racism, social class bias, or heavy-handed attempts at assimilation. And again, this is what I have been so afraid of. Encouraging research without marshalling the funds necessary to implement possible significant findings would betray the NIE reform objective and could result in further institutionalizing. The practice of studying patterns that have been studied too long already has rendered research suspicious. The primary purpose of NIE is to promote Equal Educational Opportunity, but it already has been shown that Equal Educational Opportunity was not a part of the criteria used to evaluate programs in research labs and centers; nor is it part of the criteria now being used to evaluate the Field Instituted Studies.

Citizen and teacher groups will insist that they must play a significant role in planning, formulating hypotheses, and evaluating outcomes. Let me interject that in one of our workshops on teacher evaluation we felt that AFT should ask for grants from sources to do research in evaluation and development models. Our first suggestion was they go to NIE and request funds for this. I am curious as to whether or not you think that an organization such as ours could have access to funds for programs such as that. NIE must rely on the practitioners rather than the research community in order to preserve the rich plurality and diversity of educational ends and means.

I have a few concluding questions:

- Will NIE sink into a slump of federal bureaucracy with managers where it needs scholars and civil servants where it needs scientists?
- Will NIE enslave itself with technology, educational hardware, and other gimickry?
- Will NIE research be isolated from political difficulties involved in chang-

ing educational institutions?

The much decried failure of schools can be attributed not only to lack of knowledge, but also to the refusal to deliver equitable educational policies. Can research correct this apparent loss of nerve? The question becomes not merely how to teach Johnny to read, but whether those who control the schools think it is important to do so.

Can the NIE, the educational brain child of the Nixon Administration, meet its goal to solve education's problems through research? President Nixon has stated that we will not spend more money on education until we find out what really works. Are we doomed to a cut-off of funds until NIE can show success? This sounds to me like a case of damned if you do and damned if you don't. But I hope not.

Mr. Wilson: The thing that needs to be said here (and has been said, I guess, in various ways) is whether we need the NIE. I am a practicing classroom teacher in the ninth grade. I have been wrestling with the question whether educational research has ever helped me. Something may have filtered down through an article I picked up in an Introduction to Psychology class, but I really cannot think of too many results of research which have aided me in the classroom. I know that in the libraries we have huge volumes of abstracts with a tremendous amount of statistical data. They have probably earned people Ph.D.'s, with good living standards and fares paid to Washington. It's kind of a game. The discussion on the Jencks' report the other night was quite illuminating in the kind of questions one can phrase, the kind of statisfical data which can be assembled and the kind of conclusions which can be drawn from it.

But I am not sure about the NIE. Therefore, when I got to Washington, I thought I would do a little research myself. I visited the NIE. Tom Glennan was a very generous host who got me an interview with the NIE legal counsel. I also talked with two or three of the staff. Then I talked to the executive director of the National Committee on Educational Change, the group which filed a suit to halt any further policy decisions of the NIE until the 15-member policy-making council could be confirmed. I also had a conference with Dick Smith in Senator Pell's office. I thought I would get some information there, because Smith helped write the language of the law, and especially the insistence that there be a Council to act as a policy-making body. That concept was not in President Nixon's original message. I also went to the Skyline Inn and talked to some of the panel members who have been appointed to review the grant applications which have been received.

My judgement now is this: do we really need a National Institute of Education at all? It obviously is going to serve some political purpose. We do need to have more refined techniques of evaluation. So in that sense, I see the NIE as perhaps slowing down and justifying the curtailment of grants and other aid programs until "some accurate" statistically evaluation can be made to assess programs which, as Dr. Sessions said, will not be coming until there is research. The funds will not come until that research is conclusive and vice versa. It is a double bind!

I think we need a new definition of research which NIE will conduct. But I don't think *that* is the intention of NIE, neither the specialists I met, nor the researchers on the panels either. I think their aim for a more rigorous development of research is laudable, but from what I have heard, we are dealing with a tremendous number of variables. I am almost certain that such research will not achieve the status in order to bring about the reform of American education.

I am very pessimistic because the people at NIE are very optimistic. The men and women on the panels were quite excited about some of the grant applications. But the fact is, I wonder how many people here have benefited recently from educational research. I am not setting up a straw man, but for most of us, educational research has left a terrible gap. Dr. Glennan talks about linkage proposals. I am not so sure whether it can be done. But surely the teacher center, the input, the teacher involvement will help.

I think that the NIE may never get off the ground. Oh, it is off now but political relations vis-a-vis future funding are in severe danger, as I understand it. The procedures of setting up guidelines and of making policy severely places the NIE at a disadvantage in proceeding with whatever it wants to do. In addition, the appointment to the policy Council by the President has been a problem, for one or two of the appointees have gotten themselves in hot water with Congress by taking out a full page ad in the *Times* a few months ago in defense of the President's fiscal program. As Dr. Glennan mentioned in his New Orleans speech to the A.E.R.A., we are going to suffer if NIE becomes politicized. I believe that the person whose name appeared in that ad is the appointee for the directorship of the Council, Mr. Haggerty. That bodes a real politicization or subversion of what they want to do.

I don't think the NIE is going to affect teachers much. But how can *we* affect the NIE? First of all we have to realize that we are the constituency of that agency. There are other, e.g., the professional researchers who make a living off of those things. But we are the most important constituency. The children and their teachers are what NIE is supposed to be all about. We also must *act* as a constituency. We ought to take action; we ought to monitor NIE more closely. I think we can take action by demanding that there be a teacher on the 15-member Council charged with making policy.

I also reviewed the list of the seven review panels, prestigious people who wrote textbooks when I was going to college — and there are no K-12, classroom teachers on them. Now, that is one "helluva" bureaucratic oversight! We in the AFT ought to demand, as a constituency of practitioners, that K-12 teachers serve on the panels which screen grant applications, many of which are filled with silly ideas, unrelated to those of us who serve in the classroom.

I also think we ought to find out exactly how the current lab centers, research centers, etc., are being used: What are their aims? What are their results?

The NIE is the birth of a new bureaucratic agency. It is like an egg that is half broken open: it has been laid and we are waiting to see what is inside. What we see may be more terrifying than we realize; what we hear coming out of it are some hopeful sounds. But we should watch this bureaucratic agency. We ought not let it get out of hand. My recommendation is that the AFT demand that the NIE be dissolved *if it does not live up to the demands of applicability to our needs as classroom teachers.*

I think that the NIE is an interesting phenomenon. I think that we ought to have an ombudsman approach to it. I think one of the most fascinating outfits that just got started is the National Committee on Educational Change which filed suit against the NIE. By the way, that suit was turned down because it could not be demonstrated to the judge that there had been any kind of irreparable harm done, since the NCEC had not been the recipient of a grant.

Dr. Glennan is a fine man and I enjoyed my visit with him. His staff was most gracious. But I think that we ought to have some reservations about the NIE. I am sure you do. It has a good deal of money for its own discretionary use. But it, unfortunately, also has no input from the public.

INFORMATIONAL AND ADVISORY REPORTS OF THE ISSUE GROUP WORKSHOPS

NOTE: Because of the diverse nature of the topics and because the nature of the sessions varied, the reports which follow also vary to some degree. Some are purely informational and background reports, some are purely advisory, while some, in fact, most, include both informational and advisory aspects. In all cases, the *advisory recommendations* will be directed to the Education and Research Committee of the AFT Executive Council for consideration.

TEACHER EVALUATION SYSTEMS

There are two perhaps equally important sets of concerns that determine one's agenda for examining the issue of teacher evaluation systems. First, we all know many of the horrendous realities of teacher evaluations and how they can be (and are) used and misused against teachers. We could spend much time devising strategies for dealing with existing situations, ranging from guerrilla tactics to judicial due process procedures. Indeed, the frustrations and anger generated by the realities of extant evaluation systems may have been the motivating force for many participants to attend this particular workshop. Second, teacher evaluation can be conducted for constructive purposes, and teachers must help make the decisions about what evaluation is for, how it is to be used, who does it, and by what criteria.

We understood our workshop tasks to be examining the issues and making advisory recommendations to the Executive Council with regard to an ideal teacher evaluation system. For that reason, we concentrated primarily on the second set of concerns mentioned above.

The group reached initial agreement to discuss the major problems in evaluation systems, the purpose of evaluation, criteria in evaluation, administration and implementation of evaluation systems, and what evaluation should include/exclude. In order to facilitate discussion, the group broke down into four smaller groups, and views, problems, and concerns were exchanged. There was a dichotomy in the group between those who were concerned with immediate problems: due process and defense for teachers being evaluated under systems that are used for everything but improvement of instruction (e.g. the Stull Act); and those who were concerned with discussing an ideal teacher evaluation system. This dichotomy was never resolved through group consensus; the group leader assumed responsibility for structuring the workshop around discussion of an ideal system.

The major problems discussed were:

- Whether we need evaluation or assistance and development
- Who is to evaluate (teachers, supervisors, students, etc.)
- What qualifies someone as an evaluator
- Who selects the participants in an evaluation system
- What kinds of mechanisms should be used
- What kinds of instruments (rating scales, etc.) should be used
- Whether the community should be involved
- Whether teachers should be involved in evaluation systems design and implementation before we achieve some control over entrance into the profession
- What the trend is toward national credentialing and pre-service control
- How evaluation is related to competency-based certification
- How often tenure and non-tenure teachers should be evaluated
- How often teachers should be observed
- Whether peer evaluation is useful
- Whether teachers should evaluate administrators

- Whether there are problems with extant systems that we should deal with immediately, instead of discussing questions about ideal systems

After much discussion, we reached consensus on the purpose of teacher evaluation as we would like to see it:

> The purpose of the evaluation process is to *diagnose teacher needs and to provide the necessary support services to fulfill those needs for the improvement of learning in the classroom.*

We felt that this statement of the purpose reflects our conviction that the evaluator has a responsibility to the teacher in providing necessary resources to correct problems or conditions, and that if specific support is not forthcoming, the teacher cannot be held accountable for improvement in that particular area. We also felt that learning in the classroom is not limited to instruction, so the wording was chosen to reflect that broader concern. For example, a teacher may need maintenance work and repairs in a classroom — fixing broken windows or whatever — and the lack of maintenance work may affect learning in a substantial way without being directly related to the process of instruction. Evaluation of the learning climate (including the physical, social, and psychological environments) is important.

We began to discuss specifics of an evaluation system that would achieve the stated goal, but the limitations of time and information made it impossible to get very far. The specifics we discussed before making any advisory recommendations were as follows:

- Teacher and evaluator personal characteristics make evaluation totally subjective
- Evaluation and rating are not synonomous and should not be confused
- Evaluation can be used for release of teachers, establishment of tenure, and/or improvement of teachers
- Evaluation should be positive and developmental
- Teachers should help set the criteria for evaluation
- Minicourse systems for teachers with problems are advisable
- Evaluation should not be used for hiring and firing
- There should be pre-evaluation conferences on problems
- The union should set the rules and take the responsibility for teacher development
- Evaluation should be divorced from administration and tenure
- There should be an appeals mechanism in the evaluation process
- There is no one best evaluator; it depends on the situation and persons involved
- Many teachers are not comfortable with peer evaluation
- The person who best knows the teacher and the situation is the best evaluator
- Evaluation is best conducted by a person on the scene, instead of an outside supervisor
- Supportive services must be the outcome of observation and diagnosis of teacher needs
- More research is needed on various functioning models of evaluating systems

The group agreed to make three major advisory recommendations to the AFT

Executive Council:

(1) The AFT Executive Council should investigate the feasibility of requesting a research grant from public or private funding agencies in order to develop various models of teacher evaluation systems that achieve the goal of diagnosis and mutually accountable prescription in order to improve learning in the classroom.

(2) The AFT Executive Council should investigate existing models of administrator evaluation in order to make recommendations regarding inclusion of teacher evaluation of administrator performance in any teacher evaluation models it might recommend.

(3) In order to deal with one level of the realities of teacher evaluation as it now exists, the AFT Executive Council should develop models of contract language that provide adequate protections and due process for teachers receiving unfavorable evaluations, and it should make these models available to locals involved in negotiations.

Submitted by:
TRUDY JOHNSON
Portland (Oregon) Federation of Teachers
AFT Local 111

STUDENT EVALUATION SYSTEMS

The traditional system of grading was challenged with the participants being subjected by Dr. Napier to a series of situations where the traditional evaluation system was clearly unfair and extremely subjective. In one particular exercise he gave a very basic test of counting the number of triangles in a simple figure. Before the test was attempted by the participants, all agreed that the directions as given and the test itself were clear and objective. Yet, the range of answers to the simple test was such that no more than two answers were the same, and therefore, in a test that was considered by the participants to be objective and clear, no more than two of the test-takers could have been correct. From situations such as this, we began to deal with the defenses that are created and the subjectivity that is so prevalent in the traditional system, which resulted in a consensus by the participants that at the minimum some change is needed in the present universal evaluation system for students. Thus, the first day was spent in identifying those areas of the traditional student evaluation system which are incompatible to our desired educational outcomes. Of primary concern was the fact that too often our evaluation systems are defensive both to the student and the teacher and subjective to the student.

It should be noted that Dr. Napier was careful to distinguish between a "reporting" system and an "evaluation" system. A reporting system is only one facet of the total picture of student evaluation. The reporting system is primarily concerned only with the form that a student learns of his evaluation but is not concerned with all the pre- and post- test facets that comprise the evaluation system.

With the undesirable forces of defensiveness and subjectivity in mind, the participants then were able to outline the criteria that is essential in developing a model evaluation system. Basically, the criteria is as follows:

(1) *immediate:* The system should give the teacher and the student some immediate feedback which enables the parties concerned to have a constant picture of the situation with regard to learning;

(2) *descriptive*: The immediate feedback should not just be that the student gets a daily A or 83 or an F, but rather it should enable the student to see what the evaluation means in terms of the learner's progress;

(3) *specific*: In being descriptive, the system should also tell the student specifically where his/her strengths and weaknesses are, thus enabling the student to better see where he must go and why he is going in that direction;

(4) *multiple sources*: There should be multiple forms of tests or evaluations such as oral review, reports, collaborative tasks, etc. In this way the student is not evaluated on just one form of test which is a test in itself, but rather is measured by those means that are compatible to both the student and the curriculum being studied. It is folly to think that all students are successful with written tests. Maybe a student fails the test not because he did not know the material, but rather because he failed that particular form of test;

(5) *reciprocal*: A good evaluation system should contain channels for mutual (student-teacher) feedback so there is *positive* communication. This reciprocity built into an evaluation system is necessary to create the two-way flow of evaluation in order to provide for an atmosphere that is open and to eradicate the undesirable defense mechanisms that arise between student and teacher and between student and learning;

(6) *objectives*: In line with the aforementioned criteria, it is necessary for the student and the teacher to know where they are going and what the evaluation is to be based on. This is essential in developing the process of student self-assessment, thereby again breaking down those subjective and defensive barriers;

(7) *solicit:* Inherent in all of this is the concept that the teacher or evaluator should be constantly requesting feedback from the learner;

(8) *control:* The student should be able to do something about his evaluation, i.e., there should be provisions made for a student to correct any deficiencies that he or she may have. This concept is most important, for the student must have the feeling and ability to do something about the possible evaluation before it becomes a fact.

With this outline of criteria for a model evaluation system, we then looked at some of the progressive evaluation systems that are in existence on a limited scale in some areas. The following is a brief outline of some of the systems covered:

(1) *blanket grading*: Teacher announces at the beginning of the course that whoever does the required work will receive the grade. If student's work

is of poor quality, then the student is allowed to make up work not acceptable;

(2) *pass/fail*: The teacher states the criterion for a passing grade or the teacher and the student decide on the criteria. Students have the opportunity to re-do failing work to bring it up to a passing quality;
(The advantages of numbers 1 and 2 are that students are more relaxed and feel freer to discuss with teacher their subject matter.)

(3) *pass*: This method is somewhat different from the pass/fail system. Here the student is not given an F or subjected to failure, but rather passes when he satisifies the requirements. There are modifications to the pass/fail and pass systems such as honors/pass or honors/pass/fail or modified pass/fail, etc. In addition in some schools there are limited pass or pass/fail courses, but the whole school is not on this system allowing the students some freedom of choice;
(A disadvantage of these systems and their modified forms is that the student in danger of not passing still labors under all the normal pressures of traditional grading.)

(4) *written evaluations*: This method might take the form of a checklist with teacher's comments;

(5) *contract system*: Being union members, we should appreciate this method. It could be done individually or by the whole class. This is most beneficial if negotiated between student and teacher or class and teacher. Some contract systems only use the type and quantity approach, but ideally quality should also be stressed.

(6) *self-evaluation*: There is a difference between self-evaluation and self-grading. In self-grading the student determines his grade; in self-evaluation the student evaluates his own progress; the self-evaluation form may go to the teacher for her/his comments. There are many diverse forms that this method could take;

(7) *mastery approach* or *performance curriculum*: This is really the traditional system done effectively. *The teacher decides* what behavioral objectives are important, if behavioral objectives are relevant to the subject matter to be studied. The teacher then develops the strategies and units necessary for the achievement of the objective. The teacher then determines how the extent to which the student has acquired the knowledge will be measured. The teacher then stipulates or the student and teacher through negotiations stipulate what the student must do to get an A, B, C, D, or F. In this system the students should be provided the following information at the beginning of the course:
(a) what they will be expected to learn,
(b) how they will be tested,
(c) what the criteria are for each level of proficiency,
(d) the minimum levels of proficiency before they move onto the next unit.
In this system each student goes at his own pace. Here, also, there are many varied and modified plans that can be adapted to a particular setting.

With these alternative systems and their disadvantages which were outlined, the participants were asked to design their own evaluation system based on their particular school's needs and capabilities. In addition, the participants were reminded that their system should attempt to avoid the pitfalls of defensiveness and subjectivity. Unfortunately, due to time limitations, the participants were not able to complete their tasks. But they did express through immediate, descriptive, specific, reciprocal, and solicited feedback to this writer that the workshop provided them with information and insight into the areas of educational evaluation reform that they could begin to incorporate in their schools.

Submitted by:
JOHN ELWELL
Washington Teachers Union
AFT Local 6

TEACHER CENTERS: ISSUES OF GOVERNANCE AND CONTROL

The presentations were first directed to the issue of the teacher center concept as it was generated in Great Britain. This perspective was used to evaluate the manner in which the concept is developing in the United States.

It was pointed out that British teacher centers arose in the mid-1960's and appear to be very successful in accomplishing their purpses. These centers were defined in the following terms: "Teacher centers are just what the term implies: local, physical facilities and self-improvement programs organized and run by the teachers themselves for purposes of upgrading educational performance. Their primary function is to make possible a review of existing curricula and other educational practices by groups of teachers and to encourage teacher attempts to bring about changes." Presently there are some 500 such centers (funded by school authorities) in Great Britain.

The teacher center concept in Great Britain arose out of a recognition that no educational reform movement could succeed without the acceptance and cooperation of those who ultimately would bear the responsibility for its application, namely, the classroom teachers. There was the concomitant recognition by the educational councils that teachers needed encouragement and opportunity to *move themselves* in the direction of professional development and on-going professional "renewal," in other words, that teachers were tired of "being done good at."

It was recognized, moreover, that for such centers to be effective they would require a non-threatening atmosphere, away from school premises, and free of supervisory presence. Under such circumstance, it was felt, teachers could feel free to ask for help, to share problems and experiences, successes and failures, in short, to learn from each other.

What evolved in Great Britain is a teacher-initiated center, run by classroom teachers, for classroom teachers, with the basic goal of on-the-job growth through a sharing of expertise and experience.

The workshop considered how this concept was faring in the United States (where it is sometimes designated "Teacher Renewal Centers.") From the information available it would appear that, by and large, attempts at the teacher center idea have been structured in such a manner as to *retain* supervisory control over teachers and have involved categories other than classroom teachers in the governance process. In fact, in most cases teachers have been given little, if any, voice in planning and decision-making. It would appear that our educational system, unlike that in Great Britain, has not accepted the idea of *teacher* control of teacher centers or even apparently understood the essential purpose of such centers.

The participants addressed themselves to the question of whether or not we are so different from British teachers that we cannot hope for true teacher centers here. It was pointed out that while there are, indeed, differences, they do not affect the fundamental need of teachers to move out of their traditionally passive role and have a voice in their own professional development. This need exists here.

Since American teachers, unlike their British counterparts, enjoy neither the advantage of a national acceptance of the true teacher center concept, nor the funding which accompanies it, we have to consider problems peculiar to our own situation: Where shall we derive our funding? Where should the initiative for creating these centers come from? What forms of governance shall we follow? Shall our membership be on a voluntary basis?

On the issue of governance, some general principles were outlined for which teachers cannot compromise and still hope to retain the true teacher center concept or achieve its goals. These principles are: (a) the centers must remain local in nature, (2) they must have a flexible structure which allows focusing on individual needs of a specific area, (3) they must remain teacher-controlled and directed, and, (4) finally, whatever the source of funding, it must have no strings attached in the nature of "controls from above." There must be "built-in, hands-off" safeguards.

The participants then explored some possible solutions to these problems. They addressed themselves to the question of from where the initiative for establishment of such centers should, or could, come. Ideally it would seem that they ought to arise out of the teacher body itself. . .on the local level. The workshop also felt that, where possible, the teacher union should initiate and develop such a program.

Another question considered was whether time for center activities should be "on" or "off" school time — or a combination of both. Although the ideal is obvious, it was felt that there could be no clear-cut determinations on this, i.e., it would have to depend on local situations. Also considered was some form of compensation for "off-time" activity in terms of in-service credit or even direct stipends.

Regarding the question of where our centers should be located, it was agreed that we should follow the frequent British example of removing centers from school premises in order to avoid breakdowns in the "hands off" safeguard. Among other facilities, the use of local union halls should be considered.

In the area of governance, the question of the composition of a board of directors was explored, i.e., whether it should include *only* teachers or whether it could include others, such as university faculty, administrators, parents, etc. Here, too, it was felt that the mechanisms of governance would have to be determined by local needs and conditions. It was suggested that such centers might be initiated on an informal basis and a "structure be allowed to emerge," but always with control remaining with the classroom teacher. Under the best circumstances, a teacher center would be generated by the local union which would establish its governance system.

On the very basic issue of center financing, the workshop took cognizance of a built-in resistance in this country to any moves in the direction of permitting teacher independence or autonomy. Centers can easily be seen by some as a teacher-move into the educational decision-making areas. Teachers have to contend with the fact that administrators and universities will not willingly yield any of their historical prerogatives.

In light of these understandings, a number of directions were considered in which one might move for funding, e.g., foundations, unions, and school boards. Also considered was the possibility that where funds are provided for in-service training, teachers might ask that a part of those funds be allocated to establishing teacher centers.

In short, the workshop had to accept the fact that, to begin with, teachers would have to seek funds from "wherever we could get them." Also, since the difficulty of selling the concept to communities and school boards arises, in part, from misconceptions about the functions and goals of teacher centers, a program of public education might be called for. Also required would be a program of education to enlighten teachers themselves as to the role such centers could play in helping them toward the goal of growth in the direction of improved professional status.

In addition to these considerations, workshop participants foresaw ways in which American teachers might benefit from the development of teacher centers:

- They could serve as a unifying force because teachers would meet in an "area of agreement" away from administrative intervention.
- Teacher centers could develop internship programs.
- They could produce and publish their own educational materials.
- Through their freedom to invite "educational experts" of their own choosing, centers can move in the direction of determining the type of teacher education training teachers feel is truly relevant to their needs.

Certainly the participants of this workshop did not hit upon "all the answers," but they reached agreement that teacher centers would fill a real need for the classroom teacher — *if* they were allowed to be teacher-initiated and teacher-controlled.

Submitted by:
RUTH S. WEINGARTEN
United Federation of Teachers
AFT Local 2

PARA-PROFESSIONALS: INSTRUCTIONAL RESPONSIBILITIES

Our objective was to determine the instructional responsibilities of para-professionals in the classroom and to find out who is responsible for determining these duties. One major point brought out was the fact that many para-professionals felt that they are actually doing the work of the teachers. It was felt that this may be good in some areas, but overall it is against the moral principle of the para-professional because he (or she) is not earning a teacher's salary for this type of service. The workshop leaders felt para-professionals are to be used to enforce individual and/or small group instruction. The resource person stressed that some of the explicit duties of para-professionals affect the teachers' job, and vice-versa.

Several of the para-professionals were called on to discuss the type of duties they were performing. These included the following points: one person stated that every morning the day begins by teaching her kindergarten children the weather chart and calendar. She also stated that she plays an important part in deciding what is to be taught, from time to time, at the request of the teacher. This is done because the teacher proposed this in the Plan Book prepared at the beginning of the year. Another person explained that she works with and teaches kindergarten children under the Distar Reading Program, designed to help children who cannot speak English. She does the teaching and informs the regular teacher of her progress with the children.

An inquiry was made as to how a group would go about negotiating a contract for para-professionals and who determines what specific duties they should perform. The workshop leader stated that the duties vary, depending on the school location and the board policy.

Other para-professionals who were present related how the para-professionals in Pittsburgh are used and some of the problems encountered in unusual situations. It was noted that the user of para-professionals and the problems created are much the same across the rest of the country.

The following two questions were discussed at some length:

(1) Should the AFT define the role of the para-professional on a wide or narrow basis?

(2) What type of suggestions should be presented to the National Conference on Para-professionals being held in Washington, D.C. on May 18, 1973?

There was general agreement that the AFT should define the role of the para-professional narrowly on a national basis. In terms of the second question, suggestions dealt with how to get delegates from smaller locals to attend. Another suggestion was to discuss the manner in which contract negotiations are handled for para-professionals.

Submitted by:
EDWARD S. WOODRUFF
Pittsburgh Federation of Teachers
AFT Local 400

CAREER EDUCATION

The workshop delved into all aspects of these two words and agreed on some basic concepts. We did not become bogged down in defining Career Education because the former U.S. Commissioner, Dr. Sidney P. Marland, Jr., himself has not defined it. It is said that there are as many definitions of Career Education as there are definers. Here are some examples:

(1) From Dr. Robert M. Worthington, Associate Commissioner for Adult, Vocational and Technical Education, Department of Health, Education and Welfare, U.S. Office of Education: "Career Education is a lifelong, systematic way of acquainting students with the world of work in their elementary and junior high years and preparing them in high school and in college to enter into and advance in a career field of their own choosing. For adults, career education is a way to re-enter formal education and upgrade their skills in their established career field or to enter a new career field. It embraces all occupations and professions and can include any individuals whether in or out of school." "Its main purpose is to prepare all students for successful and rewarding lives."

(2) From the U.S. Office of Education "Handbook for Implementation" on Career Education comes this definition: "Career Education is the total effort of public education and the community aimed at helping all individuals to become familiar with the values of a work-oriented society, to integrate these values into their personal value systems, and to implement these values in their lives in such a way that work becomes possible, meaningful and satisfying to each individual."

There are other definitions, to be sure, but we found no significant differences in concept among the workshop participants. We, therefore, left the definitions to the definers and worked with the concept. The need for Career Education was explored. The group also discussed the "need" to "Re-direct Guidance and Counseling" and to include teachers in this revamping of Guidance and Counseling Techniques. Teachers in the classroom will have to identify the career implications of their subject matter: prepare, adopt, and develop curriculum materials to bring career education to classroom reality. The AFT should deal with the concept as a revolutionary approach to American education directed at changing the whole system.

The question of curriculum for Career Education was discussed, culminating in the theory that there is and should be no Career Education curriculum as such, because practically every subject area or discipline can and should be adaptable to infusion of the concept. Courses, seminars, workshops, in-service meetings given the title of "Career Education" should be for the purpose of explaining and promoting the career education concept. One does not take Career Education as a subject offering in elementary or high school.

Our advisory recommendations are:

(1) That the AFT should embrace the concept and suggest In-Service Seminars and Workshops be held by local and state federations so that all AFT members will be informed about Career Education.

(2) Suggested implementation guidelines as follows:
  - (A) Primary Grades: Kindergarten through 3rd Grade (Career Motivation)
    - (1) Positive motivation toward world of work.
      - (a) Relate general education curriculum to include occupational awareness.
  - (B) Intermediate Grades: 4-8 (Career Orientation)
    - (1) Review, develop, update curriculum offerings in General Education to incorporate further exploration of occupations.
  - (C) Middle Grades: 6-7-8
    - (1) Develop exploratory units including basic Industrial Arts, business experiences and basic Home Economic experiences, typing, Art, Music - choral and instrumental.
  - (D) Secondary Grades: (Occupational or Career Exploration and Preparation) 9th and 10th Grades.
    - (1) Individual exploration and hands-on-experiences in several career areas. General Education subject matter necessary for Career Cluster concept. 11th and 12th Grades
    - (2) Comprehensive vocational experiences which impart or develop specific job skills, work habits, and technical knowledge in preparation for employment, and/or
    - (3) Comprehensive pre-professional education program providing knowledge and preparation for professional education beyond high school.
  - (E) Post Secondary
    - (1) Adult training and retraining to update skills as technology changes and needs change.
    - (2) Manpower Needs: Present and Future
      - (a) Career guidance services
    - (3) Business and Industrial: Input and Cooperation
      - (a) Advisory committees
      - (b) Correlate D2 and D3 above with local business and local industry.

Submitted by:
MR. GLENDIS HAMBRICK
Chicago Teachers Union
AFT Local 1

BEHAVIORAL OBJECTIVES AND THE CURRICULUM AREAS

Last year's QuEST Consortium had a workshop on behavioral objectives, but it is safe to say that the general attitude of this year's workshop is dramatically different. Last year the emphasis was on the negative effects of behavioral objectives — its dehumanizing of curriculum and its treatment of students as products rather than people. Furthermore, the participants last year focused on behavioral objectives as a power issue, as a device for bureaucrats to control public education. This year the discussion was much more balanced between the pros and cons, to the point that one participant said, somewhat in exasperation, "It reminds me of the story of the three people. The first said, "I think you're right." The second said, "I think you're right." Then the third said, "You both can't be right" and the other two replied, "You're right."

Nevertheless, the discussion did identify some specific programs of action. First, the discussion of issues focused on (a) causes of the behavioral objectives movement, (b) forms that behavioral objectives could take, and (c) the implications for changing our schools.

Causes:

(a) One cause is *control*, the effort of state and federal agencies to gain *power and control* over the curriculum and personnel of public schools. Participants from Indiana, California, Illinois, Michigan, Maryland, Arizona, and New York all reported some kind of state program requiring teachers to write behavioral objectives. A Baltimore teacher reported that the impetus for behavioral objectives came from the National Right to Read program. A Michigan teacher reported that every federal program in Michigan requires the listing of behavioral objectives as a definition of the curriculum. A representative of the Pennsylvania Department of Education noted that tight budgets and intense competition for the public dollar made it necessary for all government agencies to prove the value of their existence. In schools, this translates into behavioral objectives.

(2) E. Gil Boyer, the workshop resource person, stressed another cause, namely, the failure of the schools to adequately communicate what they are doing: "We have always had objectives. But to explain them to people, we have to make them explicit and it is shaking up the system." An Ohio teacher: "We must get the community involved. We must be able to tell politicians and parents what we are trying to do. They have a right to know."

Forms:

(1) Time characteristics: Several participants suggested that behavioral objectives be seen as longitudinal, being placed along a line without the same time requirements for every student. Others developed this concept further by suggesting that we must avoid a confusion of ends and means. Any given behavioral objective can be seen as a means to an end, perhaps another objective which itself is another means to another end, and so on. It is a mistake to regard a given behavioral objective as an end in itself. The participants were agreed on a general goal of literacy, for example, but there was no agreement that it is possible to state a *terminal behavioral objective* for *all* students.

(2) Percentages: The question was asked why there are percentages when setting objectives? Dr. Boyer commented: "For *your* protection." But a teacher responded: "You cannot have 100% of anything." There was discussion of whether it was ethical for a teacher to have anything less

than 100% as a goal. On the other hand, most agreed that 100% was not practical.

(3) Measurement: Several participants emphasized that objectives be written in cooperation *with* the student *for* the student. The John Dewey High School in New York City was described where the student has a spectrum of courses to choose from (all with objectives). The student selects his own objectives. Another participant described a classroom in which each student had his own set of objectives in his folder with accompanying work. Objectives also can be written for the teacher, telling what they will do, e.g., take four field trips, arrange small group discussion, assign a certain number of compositions with prescribed situations and topics. The participants agreed that teachers cannot be held precisely accountable for what she claimed to be able to do (meet weekly with each student individually, respond to each child's work, take three field trips, plan and hold a discussion.) A representative from the Educational Testing Service observed that promises of great validity between teacher performance and student achievement have not been borne out by research. He noted that after watching 900 video tapes of teachers teaching the same lesson, the best one can come up with is the impression that teachers who do contribute most effectively to student achievement have good perception.

Implications:

(1) Behavioral objectives, said E. Gil Boyer, means the end of the graded school. Boyer described the evolution of the Carnegie Unit — where schooling was based on a unit of time worth so much credit. The movement toward behavioral objectives means that the time in a given area of study will not be the same for all and that the unit of gain will be the attainment of competence in an area.

(2) Behavioral objectives can mean that teachers know their subjects better. The examination of behavioral objectives has made us aware that we know very little about learning. . . and about many of our subjects.

What should be our action program? The following are our advisory recommendations:

(1) AFT has a responsibility to keep members informed about behavioral objectives and curriculum areas.

(2) AFT has a responsibility to hold workshops and in-service training on how to teach. "The AFT has a responsibility to make me a better teacher," many participants stated.
("I look to the AFT for guidance on what are good behavioral objectives, what are the pitfalls, what stance do we as a profession take toward them.")

I risk the following statement as a beginning:

Behavioral objectives must *not* be used to put all students within the *same* time constraint, must *not* become the curriculum mandate of government agencies, and probably should never be used as a standard of terminal behavior or as a definition of ultimate goals. Behavioral objectives can be used to communicate more effectively with the school's many publics and can be used to improve classroom planning. In communication, the failure of teachers and schools to explain adequately their programs, to tell people clearly and honestly what they do, can be corrected with clearer, more precise language. There is some belief that behavioral objectives do provide the required clarity. In planning, most AFT teachers report that after writing behavioral objectives, they learned something about the importance of preparation and the limits of our understanding of how people learn and how a discipline is organized. The student and teacher should each write behavioral objectives for themselves. The student and the teacher, in some instances, can be held accountable for their own objectives. But the teacher *cannot* be held accountable for student achievement.

AFT members believe that the behavioral objectives movement leads inevitably to greater individualization of programs, to non-graded classes, and hopefully, to better relations between the profession and its many publics.

Submitted by:
MILES MYERS
Senior Vice-President
California Federation of Teachers

CLASSROOM DISCIPLINE AND STUDENT RIGHTS

There were very many "hot issues" discussed by the workshop on Classroom Discipline and Student Rights. Some of the major questions considered were the following:

- Should students be involved in the teachers' collective bargaining?
- Should students bargain for themselves with their own boards of education?
- Should students have a right to determine the curriculum?
- Do students have a right to publish uncensored newspapers?
- What are the causes of discipline problems?
- Should not teachers take a greater, more in depth look at themselves and their own weakness?
- Should compulsory education be abolished?
- What can we do about the mental health problems of children?
- How have Supreme Court and lower court decisions affected classroom discipline and student rights?

The following advisory recommendations were offered in response to some of the questions. Others were left unanswered due to the limitation of time or the inability to arrive at a consensus:

(1) Students are entitled to compensatory and supportive services, i.e., guidance counselors, phychologists, sociologists, etc., whenever their needs so indicate. Referrals may be teacher referrals or self-referrals.
(2) Students are entitled to a voice in curriculum development.
(3) Students have constitutional rights as reaffirmed by recent court decisions.
(4) To improve teaching styles we recommend union supported workshops

on classroom discipline and student rights to be carried out on local levels.

(5) We agree that the system is defeating to the child especially by the use of standardized testing which also affects the teacher's style. We propose that the union take a stand on doing away with standardized testing up to age 12.

(6) Individual local unions should attempt in their contracts to provide psychiatric and special educational services for children with mental health problems.

(7) Local unions should also attempt to negotiate early childhood problem indentification screening particularly to discover learning disabilities (i.e., perceptual handicaps of various kinds).

(8) Local unions should try to secure in their contracts a fluid movement of children with mental health problems back into the normal school situation when such movement would be beneficial to the child.

(9) Local unions should encourage their school boards either contractually or in other ways to survey their districts to search for children with mental health or mental retardation problems, who may never have been enrolled in school or who have been kept at home because of parental embarrassment or erroneous directions by the Board of Education administrative personnel.

We, as a workshop committee, feel that locals ought to attempt to achieve these through their Collective Bargaining agreements. They ought also attempt to conduct or have their Boards of Education conduct research in these various classroom discipline and student rights areas.

Submitted by:
PAUL FRANCIS
Pittsburgh Federation of Teachers
AFT Local 400

CURRICULUM IN WOMEN'S STUDIES

An evaluation of the role of women in the school curriculum requires an investigation of several potential roles. One may view women in the curriculum in at least three fashions:

(1) As separated, which would involve the question of women's studies courses or programs;

(2) As integrated, which would involve women in the traditional curriculum, with particular emphasis on history and literature;

(3) As re-evaluated, which would involve the question of women in the traditional curriculum, with particular emphasis upon tracking by sex.

The "Curriculum in Women's Studies" workshop attempted to avoid the eventually necessary, but immediately self-defeating, either-or divisions of the questions suggested above and commenced discussion of all three. This resulted in some confusion but greater insight into the problem and its solution. It also was clear that the presence of large numbers of secondary school teachers made practical hash of the discussion of complete Women's Studies programs and the workshops generally confined themselves to re-fashioning the traditional curriculum. As most, although thankfully not all, participants were women, the emphasis was upon the study of women rather than the necessary but impractical study of the impact of the study of women upon men, however wise the recognition of that facet of the question may be. Having solved or insisted upon not solving certain problems which often create procedural chaos, the workshop then attempted their major task: defining the problem and suggesting solutions.

The problems: Several problems develop when the question of women in the curriculum is discussed. These were identified. Substantial numbers of groups and individuals in the community will oppose the re-evaluation of the role of women in the curriculum. Parents will object to "turning my son into a sissy" and "making my daughter a boy" and thereby display the effectiveness of sex-tracking and sexual socialization within the society and schooling of an older generation. Administrators, with their traditional hostility to "controversy" and their traditional concern for the budget, may be expected to object. Some students will join the cry, they themselves the victims of sex tracking, the conformity syndrome, and peer pressure. Faculty opposition will surface. Some members of the faculty will complain about "scholarship" and complain that there is none in the area. Their opposition will be based upon their "concern for quality education." Other opposition will be frankly, though often sophisticatedly, sexist. That sexism, emanating from faculty, students, administrators, counsellors, and community people, represents the key core of the opposition.

The other major problem faced by someone anxious to enter women into the curriculum involves the creation of the curriculum. "Non-sexist teachers" must be trained or re-trained. Materials for a curriculum must be located, studied, and taught. Classes must be established and decisions made about the classroom and teacher. One of the most important involves the question of intergration or segregation in women's studies, a question familiar to anyone who has followed the history of black studies in the United States. These serious educational problems must be dealt with at the same time that general hostility to the program is being overcome.

The solutions: The solutions to the problems posed above fall, needless to say, from the problems themselves. Hostilities can be alleviated by gathering supporters to your cause. There are many available. You will find students, teachers, and community groups who will support you. Look also to your AFT local. The AFT stance on women's studies is forward-looking and progressive. Use it and insist upon your local's use of it. Regardless of the amount of your support, you will continue to have opposition. This opposition cannot generally be converted. Don't waste your time trying to. You must not convert it, you must merely neutralize it, particularly as it appears within the faculty. This can be done by approaching the question in a "scholarly" fashion. A fat bibliography on women will eliminate vocal opposition on the "scholarly" level. Your opponent will have to go underground. You will be able to move forward.

The AFT can be particularly helpful, not just in creating a climate of support, but in actually creating the curriculum. AFT sponsored in-service training courses in women in the curriculum will go a long way in educating teachers in an area not traditionally the concern of schools, colleges, and schools of education. (If you can't do it yourself, insist that your school district do it, but watch them because there can even be sexism in a course on sexism.) The AFT can develop a model curriculum on Women's Studies. A committee of QuEST and the AFT Women's Committee could work on such a curriculum together, although it is important to note that a single curriculum cannot work for everyone. The AFT can also develop lesson plans for integrating women into the current classroom atmosphere and serve as a clearinghouse for such lesson plans developed elsewhere. To a certain extent the AFT Women's Committee is doing that now. AFT collective bargaining contracts should include a curriculum, non-discrimination clause which will go a long way in the direction of entering women into the curriculum.

The problem is nation-wide; the solutions suggested are AFT solutions. Each solution suggested is a practical one, one which you can put into effect almost immediately, one which is, as a result, directly under your control as a member of the AFT. The workshop on "Curriculum in Women's Studies" urged teachers to consider the question of the role of women in the curriculum, to recognize the problems attendant to changing that role, and to move in the direction of doing so. This task is one for everyone.

Submitted by:
VIRGINIA MULROONEY
Los Angeles College Guild
AFT Local 1521

EARLY CHILDHOOD EDUCATION: TEACHING THE 2 TO 8 YEAR OLDS

Axiom 1. If education is a social responsibility, then when does education begin? We believe that education begins at birth and encompasses the whole child. Therefore, we made the following advisory recommendations:

(1) Early screening and diagnosis made at birth, age 2, and 4. This comprehensive health screening should include:
  (a) A sophisticated eye examination by a pediatric ophthamologist, who understands child development as it relates to eye focusing and vision.
  (b) A complete medical exam including a glucose tolerance test, urinalysis to determine blood sugar level or hypoglycemia, for example.
  (c) An EEG when behavior seems to warrant it.
  (d) A learning disability screening test.
  (e) A psychological evaluation when behavior seems to warrant or evidence of parental concerns.

(2) A re-evaluation made of the use of amphetamines with hyperactive children. Looking for an alternative aiming at cure rather than masking

symptoms. (See research entitled *Ortho Molecular Therapy To The Treatment of Learning Disabilities* by Dr. Alan Cott.)

(3) An assessment made of what facilities are available for child education prior to entering school at 5.
  (a) Comprehensive day care with educational programs.
  (b) Family intervention only under specific guidelines.
  (c) Mandatory kindergarten attendance.
  (d) A beginning of public nursery school, available for parents who wish it.

Axiom 2. There are certain criteria essential for a meaningful early childhood program. What are they?

(1) A careful analysis of all research, programs, and materials in the area of early childhood.
  (a) Teachers with early childhood background are only persons able to evaluate and implement such materials, research, and programs.
  (b) Administrators working with young children must have early childhood experience to properly organize and make decisions.

(2) Curriculum must be community and child oriented.
  (a) Young children learn through sensory experiences and being involved in the learning task, not through workbooks.
  (b) Young children need to make choices among meaningful center activities.
  (c) The community itself must be made part of the curriculum.
  (d) Involvement of parents in all areas of curriculum, teaching and making materials, etc., is the key.
  (e) To facilitate teacher-community understanding and teacher-child understanding, in-service workshops in interaction analysis, meaningful sensitivity training, home visits are recommended.
  (f) In order to build positive child image, more self-awareness needs to be built into the curriculum. (See magazine *Early Years*.)
  (g) A means must be devised early at the college preparatory level to eliminate those people from the profession who really don't like children.
  (h) Degrees and certification must be separate for early childhood instead of lumped into broad-base elementary school degrees and certification.

(3) There must be an alternative to the use of standardized tests in evaluatin performance.
  (a) A realistic evaluation of what specifically the child has learned (and what specifically the child needs to learn without trying to find a scapegoat) is necessary.
  (b) Children grow at different rates; they also learn at different rates. The failure syndrome is born when you incorporate a time limit on his learning.

Axiom 3. There are barriers inherent in our society impeding the healthy development of young children.

(1) Children are being segregated by age as well as race. Young children of

mothers and fathers who work and those without grandparents in the home are turning to their peer groups for the establishment of values. (See Bronfenner, *US & USSR.*)

(a) Adults must be brought back into the world of children — senior citizen groups working in schools, high school students, youth "ombudsmen" in recreation areas and elementary schools — to counsel, provide feedback and establish value patterns.

(b) Provision must be made for children of working parents following all previous guidelines.

(2) Young children are losing their identity at an earlier and earlier age through the speeded-up mass approach of education and complete disregard for the child as an individual.

(a) The following class size maximum limits need to be observed for ages 2 to 8:
2 years: 5 — 10 children
3 years: 10 — 15 children
4 years: 15 — 20 children
5 years: 20 — 25 children
6-8 year olds: — not exceeding 25

(b) Better diagnosis of individual differences relating to child's skills and best learning style.

(c) Alternative classroom environments and teaching methods.

(d) A place for child voice in his own educational process.

(3) A hostile loss of confidence in our schools resulting in parental fear of their child's reading success is causing parents to push for reading to be "taught" or "fought" at an earlier and earlier age.

(a) A reaffirmation needs to be made of how young children learn.

(b) Incorporation of parents in the learning program of the school.

Submitted by:
CHERYL WHITE
Montgomery County (Maryland) Federation of Teachers
AFT Local 1670

TEACHING THE BASIC SKILLS OF ELEMENTARY SCHOOL READING

Reading is the foundation of the total educational process. The basic issues in the teaching of reading are: (1) the efficient use of time and money in the teaching of reading, and (2) the building of the child's basic self-confidence and independence in the reading process. Obviously, the building of reading independence and self-confidence should come first. However, the power structure in education tends to put time and money first.

The teaching of reading is a process that extends throughout the school continuum. After the child has mastered the simple skills of decoding letter-sound symbols, such things as vocabulary development, comprehension, interpretation, appreciation, and criticism must be taught. Reading, therefore, becomes a very important issue in the minds of teachers at all levels and disciplines. Accountability has focused new attention on reading, bringing reading teaching to the attention of hucksters, all levels of government, colleges, school boards, and the whole educational system.

For purposes of convenience, reading issues have been further broken into what will be called the "5 m's": method, materials, modality, measurement, and money. All five of the m's are interwoven, each affecting the other. How can a teacher plan an effective program without evaluation and measurement built in? Or will the same reading program be planned with a budget of $1.50 per child that would be made with $10.00 per child? If a teacher prefers a basal reader, will all other kinds of materials be excluded? And must a teacher ignore modality when children have listening and perceptual disabilities? Should linguistics be the end all in method or should the philosophy be that reading may be compartmentalized and taught in segments, each skill stacked neatly on top of the other until "presto," we have an efficient reader?

It is generally agreed that no one method of teaching reading is the "best" for every child. The battles have raged through the years on "phonics" versus "sight word." New ideas, special alphabets, words in color, and adaptations of linguistics, have been tried with varying degrees of success. Tied closely in with method is materials, each huckster and educational authority espousing a sure method of ending all kinds of reading disabilities. John Manning, University of Minnesota, states that method and material are not as important as kinesthetic modality (personal involvement through use of hands in the learning to read process) and consistency of material and method with the individual child. Too often, according to Manning, the child is exposed to a given set of materials one day and a completely different set another, with one method being used and just as the child is beginning to understand, another method is switched. There are opposing views to this philosophy.

Modality, the use of eyes, ears, fingers (perhaps the sellers of materials will come up with sure-fire methods of teaching reading involving taste and smell) can be important, especially to the child with seeing or hearing disabilities. According to Manning, again, one sure way of knowing that the child is involved is to see him or her using hands, drawing, writing or feeling.

Measurement has become more important as money has become more scarce. "If you can't test it, don't teach it," or "If you can't measure it, you haven't taught it," may well be the battle cry of school authorities in the near future. Teachers have always been concerned about evaluation. Measurement of progress is important in evaluating materials as well as diagnosis of the individual learner.

Dr. Edmund Henderson, the second resource person, stated that "every child can learn to read." *Readiness* was the key word of his presentation. The child is not ready to learn to read until he knows his language. Nor is he ready to read until he knows the alphabet, both sound and symbol. Henderson's preference for materials leaned heavily on the experience materials particularly in the beginning stages of reading; he stressed the importance of the teacher's reading aloud to the children at all levels.

An informal survey of the workshop participants revealed a variety of professional assignments, first through sixth grades, one speech teacher, one special education teacher, and two reading consultants. The teachers seemed almost unanimous in their preference for individualized kinds of materials. The majority favored teacher-made tests, with diagnosis as the basic reason for testing. All stated that they had developed their own set of goals with each class and that the teacher-made tests were designed to learn to what extent the goals had been reached.

Norman Odza reported on his method of teaching "non-readers" in the New York City schools. His success-oriented material was drawn from the child's own spoken vocabulary. Based on a combination approach of Roach Van Allen and Sylvia Ashton-Warner, his children were learning to read their own words no matter whether or not they knew the alphabet or the structure of the language. Odza's method has been very successful with children who had failed within the traditional methods.

The workshop made the following advisory recommendations to the AFT for implementation as an organization interested in the improvement of reading instruction:

(1) That the AFT institute a National Committee on Reading which will assist state and local QuEST Committees in setting up regional conferences on the teaching of reading.

(2) That the National Committee on Reading promote, as an item for collective bargaining, teachers' rights to initiate and select new programs and materials in reading rather than imposition by administration.

(3) That the Committee promote, as a contractual item, teacher's rights to have a deciding voice on how money will be spent for materials and programs in reading.

(4) That the Committee promote, as a contractual item, teachers' rights in initiating in-service training programs in reading and the way in-service days will be made.

(5) That the AFT produce a resource handbook in reading which will evaluate commercial materials, programs, books, etc., and which will explain teaching techniques, methods and philosophical concepts concerned with reading.

(6) That the AFT publicize reading courses which have been successful in higher education institutions throughout the country, and establish a clearinghouse for worthwhile resource people in the field of reading to be used as resource people.

(7) That the AFT recommend and use Norman Odza as a resource person to train teachers in his "Living Reading System" and that the Odza Program be used in special education.

(8) That the Committee discourage the use of standardized tests except in programs developed for research in reading and that standardized tests not be used to judge and evaluate teachers and individual children.

(9) That the Committee communicate with national groups who are developing behavioral objectives so that there will be a commonality of goals consistent with the AFT philosophy of education.

Submitted by:
MARY SMITH
Gary Teachers Union
AFT Local 4

SECONDARY SCHOOL READING PROGRAMS

Dr. Paul Leedy of American University presented an overview of the reading problem as it exists in the secondary schools. He urged the workshop participants to adopt a basic, practical "life and world" point of view and to see *students as victims of systems* which have had too many programs and not enough teaching. He suggested that we use special sensitivity in the selection of materials and techniques and reminded us of our students' special need for dignified and mature reading materials. He pointed out that our concern in producing the "well-read man" has been replaced by our current need to produce the "man who can read."

We then examined our goals and found a need for the teaching of both reading skills and content, therefore, reading teachers must think in terms of remedial and developmental reading. Questions were raised about the role of teacher problems and the suggestion of the possibility of the AFT sponsoring experimental reading programs and of our assuming an organizational position in relation to teacher-training, selection of personnel, in-service training and evaluation of programs. Some of the questions that were raised in relation to these issues are:

(1) Should teacher organizations take a policy stand on the need for the expansion of reading programs in the secondary schools?
(2) Is "every teacher a teacher of reading" a realistic goal? What policies should teacher organizations adopt in this area?
(3) Should the AFT provide a clearinghouse for evaluative comments by teachers and students on the multi-media materials stocked in reading labs?
(4) Should the bargaining agent demand teacher participation in the selection of materials and methods?
(5) Should we investigate successful reading programs and disseminate this information?

Workshop participants were unanimous about the need for certain "critical basics," such as class size, teacher-pupil ratio, education of the public — especially in relationship to accountability and reading programs — and teacher involvement in curriculum development. The workshop culminated in a series of advisory recommendations for teacher-training institutions, in-service training, and the establishment of an *ad hoc* committee for the interchange of ideas. They are as follows:

(1) Whereas, the bulk of criticism leveled at our schools centers around accountability in our reading programs, and
whereas, the accountability of all teachers is affected by non-reading students from K-12, and
whereas, there is a reading deficiency in all areas in our schools, throughout the nation, and
whereas, reading is the key to quality education and is the central learning skill necessary for learning all other disciplines, and

whereas, many classrooms are searching for answers to the reading problems, and

whereas, reading theories, methods, techniques and rationale, have been promulgated without the direct recommendations of classroom teachers, and

whereas, we, as teachers, bear the responsibility of awareness and constant vigilance regarding the directions of reading as a discipline, and

Therefore, be it resolved that:

The AFT recognize and encourage the establishment of reading — developmental, remedial, and content area — as a full discipline, to be taught in our nation's schools, K-12.

(2) We recommend that the members* of the workshop on Secondary Reading Programs be established as an *ad hoc* committee to be called "Teacher Leaders for the Improvement of Reading" in order to:

(a) act as a clearing house to gather information and for the exchange of ideas and techniques in the teaching of reading.

(b) disseminate information regarding private industry's participation in reading programs.

(c) foster better communication among elementary, middle, and high schools to develop ways and means of bridging the gaps in order to coordinate our efforts better.

(3) We recommend that the AFT call on the U.S. Office of Education and any other agency involved, to offer reimbursement to teachers for any courses taken in the area of reading, anywhere in the country.

(4) We recommend that the AFT take a policy stand that colleges and universities offer courses in the teaching of reading and make such courses a requirement for completing all teacher training programs. And we further recommend in relation to university admissions policies, that an investigation be made of any institution which arbitrarily selects or prohibits persons from participation in any advanced program without established and known criteria for acceptance or rejection.

(5) We recommend that the AFT continue to support, and that we, as the Secondary Reading group, would like to make a statement endorsing the efforts of the women's rights and minority rights groups in seeking the elimination of sexist and racist bias in reading materials.

Submitted by:
PATRICIA PRIORE
Cincinnati Teachers Union
AFT Local 1520

**Members of the workshop:* Patricia Priore, Chairperson, 3056 Jadaro Ct., Cincinnati, Ohio 45211, Ethel Stein, Recorder, 2707 Netherland Ave., New York, N.Y. 10463, Marsha Berger, 63 Shamrock Dr., Warwick R.I. 02886; Bob Casey, Prov. Teachers Union, 199 Academy Ave., Providence, R.I. 02908; Ted Cortner, 727 Gist Ave., Silver Springs, Md. 20910; William Darrall, Niagara Falls Teachers Union, 1357 Abington Pl., North Tonawanda, N.Y. 14120; Stanley Hahn, 4101 Washburn Ave. No., Minneapolis, Minn. 55412; Ray Mackey, 9236 S. Kedzie, Evergreen Pk., Illinois; Erma Prather, 690 E. 118th St., Cleveland, Ohio 44108; William Charles Sims; 10603 Pasadena Ave., Cleveland; Ohio 44108.

SPECIAL INTEREST GROUP REPORTS

SPECIAL EDUCATION

A Proposal for Change. The interest Group on Special Education felt that the issues facing Special Education in this country neeeded to be investigated much more thoroughly. We recognize that these issues would in no way negate the need to be involved with the life and death struggle concerning education as a whole. There are, however, some unique issues that our union can no longer afford to ignore. The Interest Group is recommending that the AFT Executive Council appoint a committee on Special Education. This would be the first step towards developing a united front on the issues facing us.

While union teachers who happen to be teaching in Special Education have historically been deeply involved in the struggle to raise the standards of education, we have unfortunately been remiss in looking at the Special Education problems. All too often the issues of finances, planning time, class size, participation in the decision making process, collective bargaining, accountability, etc., seem to overshadow the problems we face. The problems, however, are becoming so critical that a concerted attack must be made in this area also.

The struggle for survival in Special Education must be attacked by all educators. The special educator must provide the data that is necessary to make intelligent decisions.

A number of reasons support our request for such a committee. An elementary reason is based on the fact that at all levels of the educational structure a recognition of Special Education has been made. This recognition does not mean that programs or services are offered. It just means that these children are being recognized as existing in our society. This recognition has led to some dramatic results. For example, in approximately twenty-five states, legislation has been passed which mandates providing programs for handicapped children in school. In Michigan, these programs will serve all handicapped children including the profoundly retarded who prior to this time were institutionalized. Parent groups have been very strong in this drive for services. Whether legislation is passed or the courts mandate such services, as in the case of Pennsylvania, educators assume the major responsibility in developing and implementing the programs. Since we, as teachers, ultimately have the responsibility, the union has a responsibility to be informed of the issues and also to provide information where necessary.

Closely allied with the aforementioned is the Special Education students' rights to an education. In far too many places, the issue is not what kind of education a child should have, but whether a handicapped child "deserves" an education. The AFT cannot shirk from such a blatant discrimination.

A major problem that has thwarted attempts to include disabled children in school is the fear, misunderstanding and prejudice associated with any "minority group." Teachers, as with the general population, do not understand these children and adults. The handicapped face insidious forms of exclusion and prejudice.

Before the AFT can assist their teachers in combating this form of prejudice, they must be aware of the many forms it takes.

The misunderstanding, prejudice and lack of knowledge contribute to and reinforce our problems. The AFT way to solve the problems, we believe, is to offer teacher education, i.e., in-service, to include language in our collective bargaining agreements that assist Special Education teachers and to use Congress and State Legislatures to further our cause. The Committee, if approved, could assist the AFT membership in general and the Executive Council, in particular, by providing the following:

(1) Analyzing collective bargaining agreements to ascertain the strengths and weaknesses of them and publish the findings. To date, only one article has been found useful ("Special Education in the Collective Bargaining Process", *Phi Delta Kappa*, June, 1971 which, by the way, is negative.) By publishing such findings, union negotiators would be armed with evidence, arguments and language to protect Special Education in their bargaining unit and ultimately the children they serve.

(2) Develop "QuEST mini-courses" and other forms of in-service education to help teachers deal with such issues as how to accommodate a handicapped child in the general class, determing the parameters of integrating or mainstreaming handicapped children and providing leadership to assure that our goals are accomplished and being prepared for action when the courts or statutes mandate Special Education services. The separation between the general educators and Special Educators creates problems in union solidarity that we can't afford to have exist. Answering the everyday problems of teachers will go a long way to bringing these two groups of teachers together.

(3) Congressional and legislative requests are primarily in the area of financial appropriations. While the Nixon administration is not supportive to such requests, there are philosophical and budgetary requirements that need to be policy of the AFT. For example, the issue of assuring that funds appropriated will be earmarked for a particular program has serious implications for education. In many areas, monies allotted for Special Education are tampered with to such an extent that full payoff is nearly impossible. Another problem concerns the apparent emphasis in the past on financing construction and/or unique programs. Each year the priorities change and each year we find that either buildings are erected without adequate funds or positive programs are cut due to lack of money.

In conclusion, the AFT has a prime opportunity to provide leadership in an area that has been woefully neglected by the major teacher oganizations. The thrust to gain collective bargaining rights for all teachers will include many Special Educators and their needs must be met.

Submitted by:
NANCY KAYE
Macomb, Michigan,
Intermediate Federation of Teachers
AFT Local 2144

GUIDANCE COUNSELORS

Many problems were identified, e.g., testing, confidentiality, certification, accountability, self-image, career education, press coverage, legislation, workshops, negotiations, and legal problems.

Within the framework dictated by time, the following ideas were given priority:

(1) The *American Teacher* will feature occasional counselor columns in the near future;
(2) The issue of confidentiality is too complex and too subject to legal interpretation for AFT to take a position at this time;
(3) AFT recognizes that it is a fundamental student right to have supportive services such as counseling available to all students on all levels;
(4) AFT should alert counselors to the dangers of outside agencies, i.e., the Armed Services, offering free tests and results to students in high school;
(5) AFT recognizes the need for updating along with removing the cultural bias from the G.E.D. test (General Educational Development, i.e., High School Equivalency);
(6) AFT would strongly recommend a minimum standard of five years teaching experience as a pre-requisite for counselor positions;
(7) AFT would urge counselors, who are student oriented personnel, to become an active part of the teacher bargaining unit; and
(8) AFT would urge counselors to become professionally involved in all aspects of educational planning.

The National Committee on Guidance Counselors, three AFT Vice-Presidents — Mary Ellen Riordan, chairman, Patrick Daly and Vivian Gallagher — and 5 counselors: Alice Bishop, chairman, Lewis Frantz, Patricia Houlihan, Patricia Paget, and Bernard Silver met and approved the above advisory recommendations. They also approved a noon luncheon meeting to be held on August 20, 1973 at the AFT National Convention.

Submitted by:
PATRICIA PAGET and ALICE BISHOP
AFT National Committee on Guidance Counselors

HIGHER EDUCATION / COMMUNITY COLLEGES

The discussion centered around two major topics: the primary topic was the development of guidelines for effective teaching in community colleges and the secondary topic was teacher training in colleges and universities.

Community Colleges. The situation today in community colleges may be compared with that in junior high schools some years ago. As the junior high schools were taking shape everyone had his own idea of what their mission should be. Teachers never worked out a common program for the junior high schools, and as a result, they became such a hodge-podge that they are still not straightened out.

The immediate problem is to prevent such a hodge-podge in the community colleges. The external forces with special interest in community college development will be exerting pressure. Boards of Education, Chambers of Commerce, local industry all have an interest in the direction of community college development and growth.

To protect against these developments, the participants agreed to attempt to develop a set of national guidelines for quality standards at the community college level. The areas of discussion centered around the following topics:

(1) Community College Structure: The model community college should be comprehensive with open enrollment. The curriculum should include both transfer and vocational courses. Some questions were raised which require additional research. What is the optimum size of a comprehensive community college? What percentage of the educational budget should be allocated for instructional pruposes?

(2) Governance: What role should the faculty have in the decision-making process at the college? It was agreed that faculty should gain greater control over curriculum determination. Curriculum changes can be used by administrators to weed out specific groups of teachers and to play one division off against another. The governance section of the Wooster College collective bargaining contract was mentioned as a model.

(3) Working Conditions: Community College teaching load was discussed. There are two ingredients in a teaching load: the number of units taught (hours in the classroom per week) *and* the number of students per class. It was agreed that a 12 hour teaching load was both optimum and realistic since some community colleges presently enjoy such a load (Cook County Community Colleges). In addition, this would equalize the community college load with the state college load in many states. It would also free the teachers for more research, student contact, and involvement with colleagues. Reduced teaching hours must be associated with the establishment of maximum class sizes. These maximums should be determined by the teachers in the various disciplines. A model contract in the area of working conditions would be the Cook County Community College, Local 1600 contract. That contract calls for class size maximums of 25 in most English classes and 35 for most Social Science classes.

(4) Staff Selection and Teacher Rights: The various tenure laws around the country were discussed. It was suggested that these various state laws be collected and a model state tenure law developed to aid those teachers in states without tenure laws to write a law of their own. It was agreed that the most fundamental element of any tenure law is the guarantee of due process.

Some teachers are protected by both a tenure law at the state level and a grievance procedure built into their local collective bargaining agreement. It was agreed that having both a tenure and binding arbitration at the local level should be the goal of community college teachers.

Evaluation procedures were discussed. These procedures should have as a goal the improvement of instruction. All administrative attempts to tie in behavioral objectives to the evaluation procedure should be fought.

Staff selection procedures were discussed. It was agreed that hiring responsibilities should be in the hands of the teachers in the department in question, but agreement was not reached on any criteria for the selection of new teachers. More research in the area of personnel policies is needed. Local 1521, the Los Angeles College Guild, agreed to provide a position paper on this important topic.

(5) Finance: Funding for community colleges should be shifted radically from dependence on the regressive property tax to the more progressive corporate and income taxes. The trend of reduced state funding should be reversed and greater Federal funding should be sought.

(6) Articulation: The relationship of the community college with the high school and with the four year colleges and universities should be improved. It is important to minimize duplication of some services and this can only be accomplished with clear avenues of communication.

(7) Student Rights: With open enrollment, it is extremely important that fully funded remedial and catch-up programs are available to enable those with inadequate backgrounds the opportunity to succeed. Tracking programs should be discontinued.

It was decided by the participants to divide the above topics in order to develop in-depth position papers. The plan is to combine the position papers with the results of a national community college survey currently being taken to arrive at some definitive guidelines for community college development. The goal is to have a printed guide ready for the AFT convention in August of this year.

Teacher Training. Higher education is a vast and varied field, including more major issues in educational policy than we could hope to raise. But one element of college and university education of importance to all teachers is that these institutions perform and control the training of teachers. It is widely felt that many education professors are badly out of touch with reality and that practicing teachers have many good ideas on how teachers should be trained.

Since only a small time slot of the workshop was devoted to this topic, discussion centered on identifying and articulating key issues. It was suggested that an entire workshop at next year's QuEST Consortium be devoted to the issue of teacher training.

Submitted by:
JOHN KIRK
San Mateo Community College
Federation of Teachers
AFT Local 1493

LIBRARY — MEDIA

It was agreed that teachers who are charged with the responsibility of helping to plan new school libraries often lack the appropriate knowledge of elements to incorporate in library facilities for new school buildings. Classroom teachers also need information on how to obtain a good library program based upon the actual needs of students and teachers. Specifically, it was pointed out by a science teacher that adequate numbers of scientific journals and computer printouts of recent scientific discoveries would be more beneficial than the science book collection, since scientific data is so frequently revised and updated.

It was pointed out that teachers often lack the factual data to help them decide which elements to include to constitute a good library program — including the appropriate services to be expected from their librarian. The suggestion was made that *American Library Association Standards for School Library Programs* be made available to teachers so that they could be aware of them.

It was suggested that the School Library-Media Center be considered an integral part of the learning process. Such centers are more meaningful to teachers and students when library instruction is based upon class work. A combination of rigid and flexible scheduling would be best in larger elementary schools to assure proper library training for young children. It was recommended that a viable library program on the elementary school level not be tied to the preparation periods. Further, it was suggested that programs would, of necessity, fail to meet ambitious goals if they were not provided sufficient staff to enable the library to have viable programs.

Another vital facet of laying foundations for good programs focused on the lack of adequate communications between the teacher and their librarians, especially concerning the specific library requirements of their classes. On the other side of the coin, it was recommended that librarians should make every effort to make teachers more aware of the proper utilization of school libraries.

In discussing communication and public relations aspects of the library program, it was suggested that there is not adequate presentation in educational textbooks of either the function of the school library or appropriate methods for utilizing its resources.

The participants agreed that the Library-Media Center should support, enrich, and extend the curriculum. In view of the plethora of newer media and resources, it was felt that the library is the most feasible place from which such materials should emanate.

Discussion also focused on the problem of how to bring good library-media programs to the attention of teachers locally, state-wide, and nationally, through the AFT. The following advisory recommendations were offered:

(1) That there be one or more QuEST publications to highlight the advantages of good library-media programs.

(2) That librarians and teachers have to work together to improve school library-media services and programs. Therefore, each local should establish a Library-Media Committee which would work to publicize what teachers can expect from their Library-Media Centers and what elements are necessary to improve services.

(3) That any contractual item incorporated in a contract should be qualitative. In other words, promises to achieve ALA standards might "read well" but are, in reality, meaningless insofar as there is no tangibility as to quantitative standards to be reached within a given time, nor any level of fiscal support for the library, which could be challenged through grievance machinery if boards failed to implement the agreement.

(4) That AFT establish a National Committee on School Library-Media Programs to implement resolutions on school library programs, standards and services which have been approved in prior years. The committee should work with AFT locals to help them establish good library-media programs.

(5) That a liaison committee be established between the AFT and AASL so that both organizations can work together in support of common objectives.

(6) That AFT-QuEST invite AASL/ALA to participate in AFT-QuEST sponsored study groups.

(7) That there be a regular Library-Media column in the *American Teacher*, as well as in publications of AFT locals, in order to focus on concerns in this area and to bring them to the attention of school library media-specialists and classroom teachers, as well as parents. This column would serve as a clearinghouse to provide factual information on current developments in the area.

(8) That AFT-QuEST Consortium '74 include workshops designed to attract participants who are also interested in subject matter areas, e.g., English, Language Arts, Science, Industrial Arts, etc.

(9) That we send copies of these advisory recommendations to all participants who, in turn, would submit them to their locals for consideration as both local and national AFT policy.

(1) That, in order to translate dreams into reality, classroom teachers, school librarians, and library-media specialists work together to devise new strategies to persuade boards to negotiate educational policy and that all school staff members work together to improve the financing of schools and, specifically, Library-Media programs as a vital component.

Submitted by:
SYLVIA MENDLOW and IRVING MORRIS
United Federation of Teachers
AFT Local 2

JUNIOR HIGH SCHOOL/MIDDLE SCHOOL

What's happening in Middle Schools: Problems? Breakthroughs? Successes? Kansas City, Missouri: There is no middle school division presently in the Kansas City system. However, Ms. Lolita Cladwell, an AFT member, is presently working with a committee consisting of teachers and school/community representatives trying to "construct" a middle school, pooling grades from two existing schools. This pooling is aimed at making inroads toward integration.

In Minneapolis: The state is very much into inter-personal relationships and societal problems. There is presently a requirement for teachers to take a 60-hour human relations course. There is also a mandated 7% "minority" teacher ruling for each school staff. Sol Levine discussed the problems of quotas and how they can not only trouble existing staff members but often mitigate against minorities. If the mandated "minority" ratio is listed as 7%, this provides a ceiling cut-off and could potentially be used as an excuse for exclusion.

In Duluth, Minnesota: Space problem with one student body working with two buildings (facilities not sufficient in either one alone.) Programming is such that children have to cross the road between buildings during the day. This shuttling becomes precarious since Duluth has very cold weather in winter and is subject to severe flooding at other times. The suggestion was made that an attempt should be made to program in such a way that the children's movement between the buildings would be cut to a minimum.

In the Virgin Islands: Since the populations on the islands are so small, schools sometimes contain all grade levels (K-12). Teachers are regarded as "elementary level certified" up to grade 8. . . 9-12 is senior high. . . no "middle schools" distinguished. The creation of "middle schools" as an off-spring of the elementary schools has created certification and seniority questions.

In Lakeland, New York: Population is stable (families have resided in the area for relatively long time.) Economic level of residents primarily middle-class. Population stability and economic security seem to be "plus" factors for the school discussed. The school is a "middle school' including grades 6, 7 and 8. Teachers group into "teams" including one each from English, history, math, and science. There are three such "teams" in each grade. There is an attempt to create "teams" for the non-academic areas. Lakeland school has a great deal of activity including regular trips using buses supplied by school board.

In Chicago and the Chicago area: No established "middle schools" prescribed within the system; however, a few have been created to relieve "overflow" in elementary schools.

Sol Levine reported on a recent visit to England and the English middle school. England stages schools in four levels: Infant, Primary, Middle and Senior. The following items were most impressive: (1) Student discipline: Parent responsibility taken for granted; report cards are not used; parents are given appointments to visit at certain intervals and are expected to attend. (2) Teacher independence: curriculum is not fixed; teachers and students work out what areas attract their interest and then explore these areas. (3) A school master's role is one which demands that he/she assist the teachers; "chain of command," hierarchy," and "boss" are not part of the English school. (4) Teacher Centers: true teacher centers; run by teachers; comfortable places for exchanging ideas.

Curriculum activity in New York City's Middle School: (1) I.S. 62, Bronx: in an extremely depressed area, economically and sociologically. Program initiated, planned, paid for in part, i.e., supplies, and conducted by teachers. Using the top floor, the teachers divide into clusters or "families"; choice is individual; each cluster works out its own style and curriculum. Program is greatly aided due to student teacher help. In spite of problems in the area, students are very enthusiastic and responsive. (2) Clinton School: modeled on Parkway School in Philadelphia, began with unstructured program — this has been abandoned; feeling of the director is that older students need more structuring in the program.

In New York City all middle school planning is scheduled for the "open classroom" design. If schools do not find that open classroom is best for the students, the staff will have to deal with problem of structured classes in open or partitioned rooms. Traditionally New York City schools have isolated subject areas but more current trends have introduced topics and subjects which are not isolated, e.g., environmental studies involve science, sociology, social studies, etc.

In developing a curriculum on any subject, it was found that initially the planning had to be "vertical," i.e., involving both the elementary school and the senior high school. This is essential since, if each level works independent of the others, there is a probability of unnecessary and unproductive duplication.

Other problems discussed:

- Inconsistant attention to education; schools given good equipment and then insufficient staffing.
- Original junior high school concept subverted by improper funding and administration.
- Teacher training; colleges should give attention to future teachers of middle schools; problems of early adolescents neglected in teacher training.

Submitted by:
SOL LEVINE
Vice President for Junior High Schools
United Federation of Teachers
AFT Local 2

WOMEN'S RIGHTS

SETTING GOALS FOR LOCAL WOMEN'S RIGHTS COMMITTEES USING AFT POLICY AS A GUIDE

You are the new women's rights chairperson for your local. You have been appointed by your president and Executive Board, and they are awaiting the recommendations from your first committee meeting. What project or program will you recommend for the board's approval for recommendation to your membership? Will you be solving a long-range, widespread problem, such as non-sexist counselling or establishment of child care centers? Or will you concentrate on some practice which can be easily corrected in a short time, such as opening admission of all classes to both sexes in the homemaking and industrial arts curricula or nominating a qualified woman for office in the union or for delegateships to labor bodies? Will you involve just the committee in your work, or will many teachers and members have a voice in your plans? Will they affect only teachers, only students, or members of the community at large? Will your finished proposal become part of the district's contract with teachers, or will it change school board policies or practices? Will it improve students' lives or correct teachers' pay or position inequities?

Conventions of the AFT have adopted positions on many subjects in the area of women's rights which offer policy guides on which to base your union actions. The pamphlet entitled "Women's Rights Policy Resolutions" tells what they are. They cover subjects of equality for teachers, students, and the larger community, especially working people, and a sampling of what you might start on is listed in another leaflet, "How To Get Started On Women's Rights."

Some suggestions from this last pamphlet which your local can possibly accomplish in a relatively short time are: improving parental leave policies and contract items; surveying pension, health, and insurance plans for discriminatory sections either male or female; developing a radio, TV, film, or slide program on textbooks or sex-stereotyped roles in public, private, or occupational life; writing lesson plans or units for a curriculum or subject enchancing the role of women and pointing out possible changes which might make both men and women better humans; reviewing library and textbooks and other teaching materials, such as films, slides, pamphlets, for pictures or reading matter discriminatory or derogatory to women; or noting any practices in schools discriminatory to female students, such as limiting participation in athletic events or intramural sports, underbudgeting these activities, allowing more extra-curricular activities for boys than girls, or many others you might discover.

An example of one policy or contract privision which every local can change immediately is the district's maternity leave policy which every school district states. Most provisions of these items are not only antiquated, based on Victorian notions of motherhood and paternalistically applied, but they are fast becoming illegal. Examination of another AFT publication, "A Guide To Improving Maternity Leave, Or Pregnancy, Childbirth, And Child Rearing Leave Contract Clauses", will give the women's rights beginner a start to knowing how to improve income and family life for teachers.

Projects which take longer include collecting salary data which shows unequal application of equal pay for equal work; developing criteria and program for improved child care and after-school care for children of working parents, or for morning parent observation early childhood groups; combining forces with other union women on your labor council for improving working conditions for women in the local community and by helping pass state laws affecting both men and women who work; changing teachers' and counsellors' behavior and attitudes about job opportunities for girls and women to raise their life expectations; establishing useful curricula and counselling for women re-entering occupational life or needing improved self-image.

Resolutions suggest a wide variety of classroom, union organization, and personal changes which can be made by teachers to improve social behavior so that a better humanity will result, for it is now being recognized that these changes will better conditions for men too. Teachers as an occupational group and schools as educational institutions are now covered by more laws than other work places when it comes to sex discrimination; it is to the advantage of every union, teachers or other, bargaining agent or not, to know the law, when to apply it, and how educational workers can be protected. An active women's rights committee can help the union and its leadership avoid penalties under the law when an individual sues, can point the way to better organizing efforts, and can help win gains for both teachers and students.

Submitted by:
MARJORIE STERN
Washington State
Federation of Teachers

BILINGUAL EDUCATION

Bilingual education is a complex field of study. The bilingual problem of one group is seldom identical with another. Although groups often are subject to identical pressures, it is the pattern of factors and the relative weight to be attached to them which must be taken into account. The pattern will vary from community to community and often from individual to individual within the same community. The consequences of being bilingual are not invariable, i.e., one can only state a probability, not an individual prediction, about the results of being bilingual even among children of the same social or family group.

Therefore, after many attempts to *define* bilingual education, the group set up a "behavioral objective" for the purpose of giving teachers who work with bilingual children some kind of guidelines, e.g.,

> Given a group of bilingual children, taking into consideration their environment, geographic location, and economic background, and after working with these children for a reasonable period of time in both languages, the children will possess and use functional literacy skills in a second language.

It was stated that "functional literacy" is the possession and employment of *reading skills* which enable an individual to benefit from the options society has to offer.

The issue of bilingual-bicultural education also was discussed. All agreed that the school in which one works sets the tone for bilingual education. We felt that our responsbility as teachers (if pupils want to preserve their cultures) is to help them in every way possible. There are many ways to do this. However, the feeling was that we should not have "a day" for the Polish children, "a day" for the Spanish children, etc. Many felt that this is a sure way to build up hostility within a school which many nationalities attend.

Some of the participants felt that the bicultural problems did not pose itself in the schools until the "Black Revolution" of the 60's. The reasoning was this: "Other nationalities saw Blacks achieving recognition because they wanted to preserve their culture; the other nationalities decided to follow suit."

Some of our major conclusions were as follows:

- Any school system that has bilingual children must have some type of viable program; also that subject matter should be taught twice, once in the other language and once in English.
- Teach the parents. In this way the child will be getting a second language at school, home, and in the community. This also would be a way for parents to aid in the school as interpreters and to learn a second language at the same time.
- We all agreed that there should be a balance of staffing in these schools and that all teachers should be familiar with all cultures involved.

Our advisory recommendations were as follows:

Because of the uniqueness of bilingual education, we felt we should not try to set up a unified, standardized program, but that teachers should study the area in terms of socio-economic status — and work from there. However, it is hoped that with Title I and Title VII funds, models of bilingual education can be set up. It is further hoped that these funds will help stimulate additional financial and personal resources for bilingual education. We are aiming for more informed teachers who would provide a better education for all the children who attend our schools.

Submitted by:
DORIS COUNTESS
Baltimore Teachers Union
AFT Local 340

THE "TEACHER WORKS, INC."

Ms. Trudy M. Johnson, President, "The Teacher Works"
Mr. David S. Mesirow, Secretary-Treasurer

The Great Teacher Works Story: From Nothingness Into Being. In the spring of 1971, the volunteer staff of the *Teacher Paper*, a quarterly magazine that prints only "classroom teachers," was faced with their annual problem — whether to continue publishing on less than a shoestring budget, to retire quietly, or to try to raise money. Because of IRS regulations forbidding foundation grants to individuals, earlier attempts to get funding had failed, and it was suggested that a non-profit corporation be formed to try again. The Teacher Works, Incorporated was geared up in May 1971, as a front for the *Teacher Paper*, but with enough open-ended language in its incorporated papers that a number of activities could be undertaken in the future. The Board of Directors was composed of five Portland-area classroom teachers, and the seed money to file the papers and to pay a minimal fee to a lawyer who guided us through the various bureaucracies came from the Board members.

As the *Teacher Paper* editors contacted foundations, they found that their candor in print was threatening to most foundation officers, and the prospects of grants became increasingly slim. But Teacher Works was a legally formed corporation, and it seemed reasonable to think of and plan actitivites apart from *Teacher Paper* grant-hunting that could be launched with a limited number of resources. So the Board decided to look for a warehouse, office, house, or some work space and to begin a program.

The Halfway House. We were convinced, through reviewing our initial goals, that we would need a geographical location so that our efforts would have a tangible focus. We felt that an ideal location would be one that teachers would be comfortable in and be quite willing to stop at on their way home. To that end, we searched (for a long time) and found and leased a neat, old, two-story house that had a large living room-dining room complex, a fireplace, and a warm atmosphere.

To help cover the costs of the house, we arranged for some people connected with education to occupy the upstairs. Their presence would allow the center to be "open" continuously and thus help promote a "drop-in" phenomenon.

We then launched several efforts to bring teachers to the house. There were workshops, a film series, special seminars, and some "rent" parties. We quickly came to realize that extensive promotional efforts would be necessary to get the attention of teachers who were, we found, regularly and genuinely exhausted by the end of the day and anxious to go home. Further, we determined that more time had to be invested by us in systematically organizing events at the house that would be stimulating and attractive to teachers.

We foundered again on our own limited time and energy as full-time teachers. Added to this was the drag of caring for the house, a task we were never able to designate responsibility for, and thus, it became a burden to all of us.

We finally terminated the lease on the house as we became convinced that our ambitions would never equal our energies, at least until we got some funding that would cover the cost of renting a facility and hiring a director who could organize and publicize the activities of the center on a full-time basis.

The Grant Trail/Trial. We determined early on that money was necessary for us to sustain our efforts. We had access to $2000 to start with and were encouraged by an article by Stephen Bailey in the November, 1971 *Phi Delta Kappan*, indicating that the U.S. Office of Education and both major teacher organizations were interested in the development of teacher centers. This prompted us to initiate a series of correspondence with USOE to find possible sources of funding for a teacher center in Portland, Oregon.

We traveled down this labyrinth for some time, apprising both the USOE and the Oregon State Department of Education of our ideas, but we always seemed to be advised that we were behind in thinking or that we had just missed the people who were *really* in a position to help us. It finally occurred to us that both of these two institutions were leery of local initiative and preferred to see themselves as promoters of ideas rather than monies.

We then obtained a list of private foundations (national and in Oregon) which had granted money for education in the past, and we set about tyring to snare or seduce one or several of them into helping finance our operation. We found that our timing and inability to follow up our proposals personally simply put us out of the running. On the one occasion when we were able to closet ourselves with a prominent officer of a private foundation, we learned why we were never going to make it. He told us, candidly, that we were dead in the water for at least two reasons: our focus was on teachers and not on children (especially disadvantaged children), and that, as Federal funding continued to dry up, proposals such as ours would be drowned by the flood of sophisticated requests from the grantsmen in higher education.

We also found that IRS regulations concerning grants by private foundations have been in the revision stage since 1969, and no one is really sure what they are. On our second attempt, we had convinced the IRS to declare Teacher Works a tax-exempt organization, after much letter writing and paper work, but this, in itself, was not sufficient. We needed to be designated a non-private corporation before any private foundation would consider seeing us.

The frustration of being an operational and responsible full-time teacher center and attempting to squeeze enough time to brainstorm ideas, deal with the IRS, and correspond with various grant-giving institutions finally took its toll. We agreed that we had exhausted ourselves trying to find the right words, schemes, and frameworks that would convince private foundations, the State Department of Education, or the USOE that we were doing something essential toward changing public education.

The only happy light that appeared at this time was a grant from the Department of Educational Research of the AFT. It arrived just as we were contemplating hibernation. It sustained the operation and gave us new impetus to attack the problem from another angle.

The Box. A request from Zephyros, a San Francisco-based learning materials exchange, for materials they might include in a box of goodies for teachers was the inspiration for Teacher Works in a Box. We suggested an exchange with Zephyros and solicited lessons from our own files that we knew had worked and that kids liked. We called many friends to get their contributions. Containers were donated by Continental Can Company, and for an initial cost of about $500 for printing, typing, and postage, the first 300 copies of Teacher Works in a Box were assembled.

Information was dispensed at a regional conference of the National Council for the Social Studies, and mailing lists were compiled for the first promotional push. We had agreed to offer memberships in Teacher Works instead of selling the Boxes outright, in order to keep the IRS happy with our non-profit, tax-exempt status. The membership list has grown to about 225, with members as far away as Israel and Venezuela. Articles about and ads for Teacher Works in a Box have appeared in the Portland *Oregonian, Saturday Review/Education, New Schools Exchange Newsletter, This Magazine Is About Schools, Phi Delta Kappan, Teacher Paper,* and several other periodicals.

Solicitation of m*a*g*i*c lessons from new members has provided enough material for the second, expanded edition of the Box, which is now in production. Mailed in a box this time (instead of a tube), the 30-40 lessons cover a range of subjects and approaches for students, K-12. A small box of science experiments will also be included along with at least one piece of whimsy.

Visions of the Future. We have two visualized goals for the future; one is short term, and the other somewhat distant.

Our immediate objective is to return the grant to the AFT for use as "seed money" to establish a teacher-sharing service somewhere else in the country. We are convinced of the benefits this provides for classroom innovation and teaching satisfaction; at this time, there cannot be too many of these kinds of services. We are convinced that they have to be created and run by teachers in the classroom. Our experiences with curriculum libraries and the resources or efforts of the departments of education in state government or in universities have been empty indeed.

Our long-range goal is to establish a Center for the Study of Teaching, designed and operated by teachers for teachers, along the model of the Center for the Study of Democratic Institutions.

Our purpose is to take a teacher from his/her classroom work, provide a substitute from the resources of the Center, provide a stipend for the teacher, provide a rich environment in which to create teaching materials, and make available the stimulation of some other teachers similarly engaged in finding or reworking teaching materials. At the end of a short leave (2-3 days), the teacher would then return to the classroom with various m*a*g*i*c lessons, turning on his/her students and other teachers in the school.

A Final Word. Wtih limited financial and personnel resources and much enthusiasm, Teacher Works continues to put its good where it will do the most, helping teachers help themselves.

THE TEACHER WORKS, INC.
2136 N.E. 20th Avenue
Portland, Oregon 97212

THE STATUS REPORTS:
WHAT'S HAPPENING WITH. . .

THE "COMPENSATORY EDUCATION" PROGRAM IN MICHIGAN

HENRY LINNE

President, Michigan Federation of Teachers

Background. The compensatory education program in Michigan has evolved over a period of six years from the pushing and pulling of a number of forces.

The first special appropriation for what has become known as compensatory education in Michigan was initiated in 1965 (the same year the Federal ESEA was enacted and Michigan's Public Employment Relations Act was passed) by the liberal legislature that resulted from the court-mandated reapportionment of 1964. The tremendous increase in the student population during the 1950's and 60's had placed great pressures on local school budgets because the "kids". . . usually arrived in school before their parents' property was added to the tax rolls. During this same period of pressure on school appropriations, special education interests had remarkable success in securing special funding for physically and mentally handicapped students. This first effort in 1965 was an attempt to parallel the success of special education for the "culturally and economically deprived." But, unlike special education, it had no organized grassroots lobby.

The first program (1965-66 to 1967-68) simply provided a special appropriation of $4 million to be disbursed to applicant school districts by the State Board of Education in accordance with its definitions and rules. Because of the limited appropriation and to avoid spreading the money too thinly, a school district was not eligible unless 25% of its membership was defined as "underprivileged."

Redesign for Middle Ctiy Schools. By 1968 a special lobby of school administrators and legislative agents, known as the "middle cities" evolved. (Middle cities referred to the cities in Michigan whose population was less than Detroit's: Grand Rapids, Flint, Lansing, Pontiac, Saginaw, Bay City, Kalamazoo, Jackson, etc. One of their arguments for special consideration was that Detroit already received special consideration in the "municipal overburden" section of the School Aid Act.) They modified the program, developed criteria for determining eligible schools and rates of reimbursement. Because of the initial pressures of the accountability movement, one percent of the appropriation was to be used by the Department of Education for evaluation the programs funded.

The criteria and rates of reimbursement clearly discriminated in favor of the schools of the middle cities. Because Detroit could have benefitted equally as well or perhaps even more, a limit of six programs and later 40% of the appropriation was applied to Detroit. A lawsuit, by several districts that were eligible but did not receive any funding because they were too low on the priority listing, resulted in 1970 in a supplemental appropriation for the 1969-70 school year to fund all the eligible districts and a change in the criteria for the 1970-71 school year. The five criteria (pupils in homes receiving welfare or Aid to Dependent Children, pupils from broken homes, pupils considered underprivileged, districts with a high degree of substandard housing, and districts with a high density of school age children) were replaced by two (a combination of low "socio-economic status" and low achievement in basic cognitive skills) and were to be measured by the state's testing and assessment program rather than information supplied by the local district.

This change in criteria and application occasioned much consternation when districts that were thought to be in greater need were found to be ineligible under these new criteria.

Community Control, Comparability, Accountability and Performance Objectives. In addition to the factors already cited, the present compensatory education program includes a blend and super-imposition of four other political thrusts. There are the efforts of citizens in central cities to secure more direct community control of their schools. The result has been a recognition for more parental and community involvement rather than direct control. In addition, the regulations of the U.S. Office of Education requiring comparable per pupil expenditures, so that federal funds would supplement rather than supplant local funds, have been incorporated.

The move of the later 1960's for "accountability" gave the behaviorists the opportunity to utilize the accountability thrust as a vehicle for their emphasis on student results (end product). The present compensatory education program in Michigan is simply an opportunistic conversion from "special funding for culturally and economically deprived" to a "student-performance-based accountability program for low academic-achieving students." Michigan's Superintendent of Public Instruction, Dr. John Porter, latched onto accountability as a one-plank platfrom to secure his appointment and then to retain his position. He utilized the compensatory education "revision" with its monetary enticement to secure local school district acceptance of his state-developed accountability program.

The Compensatory Education Program. The six steps of the state's accountability program are adapted to the compensatory education program and have become its foundation. They are: 1) Common Goals, 2) Development of performance objectives based on the common goals, 3) Assessment of Needs, 4) Analysis of Delivery Systems, 5) Evaluation and Testing, and 6) Changes in Delivery Systems.

The present program was given statutory sanction in 1971-72, but because its enactment did not come until late in September and the rules were not developed until January 1971, those program begun in 1971-72 were given an extra year of life in the recodification of the state school aid act in 1972.

In summary, each program was to be funded for a three-year period. The purpose of funded programs was to "improve the achievement in basic cognitive skills of pupils enrolled in grades K-6 who have extraordinary need for special assistance. . ."

The number of eligible pupils in each district is determined by the district's results on the state fourth and seventh grade assessment tests. The ratio of the 4th grade results is applied to the district's enrollment in kindergarten, first, second, third, and fourth grades, and the 7th grade ratio is applied to grades five and six. The sum of the results becomes the number of eligible students. The ratios applied are determined by the number of pupils who score at the fifteenth percentile or lower in the basic cognitive skills: reading, written communication, and mathematics.

The eligible districts are then listed in rank order based on percentage concentrations of low-achieving students. Beginning with the highest concentrations, each district receives an amount of money based on the number of its eligible pupils times $200. To be eligible, at least 15% of the districts K-6 enrollment must be eligible, and no district is funded, if it has less than 30 eligible pupils.

To receive its money a district must (1) apply, (2) show evidence of comparability among the schools within its boundaries in accordance with standards established by the state board, (3) commit itself to the involvement of parents, teacher and administrators in the planning and continuous evaluation of its program, (4) identify the performance objectives in the basic cognitive skills to be attained, and (5) certify that it has or will identify the pupils to be provided special assistance with these monies in grades 2-6 from the lowest achievers in basic cognitive skills and in grades K and 1 from those with the lowest readiness for the acquisition of cognitive skills.

As a condition of receiving monies, each district must assess or evaluate the progress of each pupil in the program with pretests and posttests. In the second and third year of the funding, each district will receive $200 for "each pupil making a minimum gain during the year of at least 75% of the skills in the performance objectives specified for his program." If the pupil does not make the 75% gain, then the amount of money is pro-rated according to the pupil's percentage gain and 75%.

THE STULL ACT (ON TENURE AND ACCOUNTABILITY) IN CALIFORNIA

RAOUL TEILHET

President, California Federation of Teachers

In 1971, Gov. Ronald Reagan signed into law A.B. 293, the Stull Act, which was offered to the public as a "major reform" in the field of teacher accountability and tenure in the state of California. The act has been vigorously opposed by the California Federation of Teachers and by others in the educational community, although the California Teachers Association (NEA) supported this bill.

Under this act, it is alleged that, for the first time, California classroom teachers must establish so-called "objectives" for their students. After these objectives are established, teachers are to be "evaluated" on the basis of student achievement of these objectives.

If a predetermined percentage of students does not accomplish the specified objectives, teacher "incompetency" will have been discovered. Subsequent to this discovery, remedial inservice training for the teacher is implied, and if the remedial program fails, dismissal actions may be initiated by the governing school board. The end result of this "new" process will be an improvement in classroom instruction — or at least that is what Republican Assemblyman John Stull and Gov. Reagan would have us believe.

Actually, the Stull Act does nothing more than reinforce several politically motivated mythologies that have been perpetrated upon the public by those who want to restrict, modify, and redefine the role of public schools.

Their mythologies follow the line of thinking that says: (a) our schools are failing because of incompetent teachers; (b) but incompetent teachers can't be fired because they are protected by absolute job security (tenure); (c) therefore, to combat this problem, we must eliminate or greatly weaken tenure; (d) and, to accomplish this end, we will set "performance objectives," the major criteria of which will be "student learnings;" (e) then, finally, we will evaluate and measure student achievement, identify the incompetents, and, in the words of Gov. Reagan, ". . . weed them out." The net results of this process will thus be an improvement in education at a lower cost to the taxpayer.

The teachers' union has long rejected this line of thinking. We would suggest that our schools are not fulfilling their role as a public institution committed to the optimum development of each individual student, regardless of age, within each individual's ability range, due to the following realities:

- Underfunding; a stultifying administrative bureaucracy; and intolerable class sizes, class loads, and class schedules;
- Inadequate pupil-personnel services; school libraries that mock the word "library;" and poorly maintained and deteriorating school buildings;
- A consistent pattern of mismanagement of school resources by administrators; and a total absence of funding for strong inservice-training programs;
- A vertical authoritarian structure that discourages innovation, experimentation, and human dignity, and;
- A system that strives for student order, discipline, and indoctrination at the expense of intellectual growth and free inquiry, wherein it is assumed that the individual's constitutional rights stop at the schoolhouse door.

When a dedicated classroom teacher experiences difficulties in school, the reason is usually not "incompetence," but rests on the fact that the teacher consistently has been denied the funds, freedom, and professional decision-making responsibilities to do a competent job.

Thus, the true thrust of the Stull Act is to divert our attention from the real problems that confront all schools.

Number one on this list is school finance. In California, public education — a $5.5-billion investment — is substantially underfunded. It is at or near the bottom of every scale that measures the investment of public funds in public schools, with the exception of salaries. Even here, when one computes California's high cost of living to the salary index, California's teachers experience an immediate drop on the list.

Further, as in most states, the means by which we raise our school funds are regressive. The heaviest tax burden is placed on those with the least ability to pay. The 1972 legislative "tax-reform" package is simply an extension of the Reagan-Stull game plan. On one hand, it increases the regressive tax system with a 1-percent additional sales tax; on the other hand, it does nothing to meet the equity among school districts required by the Serrano decision. Thus, the Stull-Reagan legislative combine proposes that we minimize the financial support to the schools, fabricate a flim-flam accountability law that minimizes due-process rights, and ". . . weed out the incompetents."

The Stull Act, albeit hailed as tenure reform, simply added major problems for the educational community. The gravest concerns are reserved for the addition of the specified causes for dismissal added under its title of "Evaluation and Assessment of Performance of Certified Employees:"

"13487 — The governing board of each school district shall develop and adopt specific evaluation and assessment guidelines which shall include, but shall not necessarily be limited in content, to the following elements:

"(a) The establishment of standards of expected student progress in each area of study and of techniques for the assessment of that progress.

"(b) Assessment of certified personnel competence as it relates to the established standards.

"(c) Assessment of other duties normally required to be performed by certified employees as an adjunct to their regular assignments.

"(d) The establishment of procedures and techniques for ascertaining that the certified employee is maintaining proper control and is preserving a suitable learning environment."

These new "causes for dismissal" of a certified employee defy definition and open the door to capricious and subjective judgments. What is a "suitable learning environment?" What constitutes "proper control?" How do you measure "suitable" and "proper?"

The union's opposition is predicted on the classroom teacher's awareness of the impracticality of attempting to establish measurable ". . . standards of expected student progress in each area of study. . . ." The variables from class to class within each subject or grade level make such procedures professionally impossible.

The California tenure law always has provided for the dismissal of teachers on the specified grounds of "incompetency; evident unfitness for service; persistent violation of or refusal to obey the school laws. . ." and some 25 other specific reasons, that are unconstitutional, indefinable, professionally degrading, and/or have nothing to do with a teacher's ability to teach. All of these causes remain intact under the Stull Act. The specific provision empowering the school district with the right to initiate dismissal action against an incompetent or unprofessional certificated employee, part of the state education code since 1959, has not been altered by the Stull Act.

Neither has the Act expanded or restricted the board's prerogatives to define curriculum, set guidelines, or establish evaluation procedures for staff.

When it comes to contributing to teacher "accountability," the Stull Act is a total hoax. California public-school teachers have always been accountable to their employer, their students, and to themselves. Teachers function within state and district curriculum guidelines. They universally establish both goals and objectives within this framework and also within direct response to the needs of their students. These objectives change from class to class, day to day, student to student, and year to year, as students' needs, interest, and growth dictate.

These are the negative and chilling side effects of the Stull Act:

1. It supports the mythology that teachers were not accountable prior to the enactment of the act.

2. It is serving its primary purpose of misleading the public that schools need more "accountability," instead of adequate funding and effective teacher decision-making procedures through democratic collective bargaining.

3. It has caused teachers to waste thousands of working hours in attempts to reduce to writing specific performance objectives for all classes and students months before the classes are scheduled to start. Further, teachers in many school districts are required to predict the percentage of students who will achieve these objectives (or, depending on your perspective, fail to achieve them).

The teacher-accountability cultist fails to recognize the impossibility and impracticability of these approaches. How, for example, can a teacher predict and measure student achievement in such important educational ingredients as aesthetics, logic, self-concepts, citizenship, philosophy, art appreciation, humanism, relationship to one's environment, creativity and imagination, to name but a few? Can a civics teacher realistically establish a performance guarantee that 72 percent of a given class will understand enough about the needs of our society so that when they join the electorate we can reasonably expect legislators like John Stull to be turned out of office?

4. It is being used to control teachers, by threatening a long and costly dismissal procedure against them. It compromises the rights that exist prior to its enactment, such as:

- Eliminating the guarantee of a hearing procedure in the courts, replacing it with a hearing conducted by an administrative "hearing officer," a quasi-judicial procedure at best. Hearsay evidence is admissable;
- Giving school districts the right to introduce "evidence" relating to matters that took place four years previous to the hearing (as contrasted to the old three-year limitation);
- **Setting up a so-called "commission on professional competency" to hear charges of immoral or unprofessional conduct, dishonesty, incompetency, unfitness for service, and insubordination, on which appointees of the parties sit, to hear evidence, behind closed doors;**
- Giving one person (the administrative "hearing officer") the power to hear other charges—including membership in the Communist Party, criminal syndicalism, and an incredible list of "morals" violations (teachers, apparently, don't have the capability of making value judgments in the areas of public and private morality, according to the act);
- Making the accused pay half the costs of the hearing, if found guilty, and giving the county school board the right to appoint the accused's advocate on the competency commission if the accused fails to do so; and
- Lacking clarity on the key question of appellate rights. It is not known what appeal rights dismissed teachers would have to the courts.

The old tenure law was an insult to teachers; the Stull Act is a threat. When Gov. Reagan talks about weeding out "incompetents," we know who he's talking about. The governor and the managers of our schools long have sought ways to purge public education of teachers who violate their conservative and narrow social-political concept. In California, and probably in other states, too, teachers are rarely dismissed because of their lack of competency; they are dismissed for irrelevancies like their social or political views, lifestyles, sexual practices, appearance, or exercise of their First-Amendment rights.

The Stull Act, in its original form, attempted to give school boards unilateral authority to fire teachers. The Stull Act is not after an improvement in learning. To the contrary, its objective is to minimize and control certain kinds of learning.

Accountability is a code for control. Assemblyman Stull's fear is that our schools might succeed in convincing the next generation that our schools must meet the needs of all students, that our social services must be expanded, not shrunk; that the current tax system is unfair to the poor and helps the rich; that people are as important as trees and profit; that to call for peace is not treason and that the government belongs to the people.

In its endeavors to seek educational improvement, the California legislature, like legislatures elsewhere, has tried just about everything with the exception of two concepts in tandem — adequate school funds and decision - making power for teachers. The Stull Act is the antithesis of these two concepts.

If society permits its public schools to fall prey to Stull Act schemes, whereby students are programmed like Pavlov's dogs, we will have lost one of the cornerstones of a free society — a free public-school system dedicated to the difficult search for new questions and new answers to meet the changing needs of society.

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THE EDUCATIONAL ACCOUNTABILITY ACT IN COLORADO

Why Do States Seek to Impose Accountability Laws?

HARLEY B. HISCOX
President, Colorado Federation of Teachers

Educational Establishment. The educational establishment is ever-moving, ever-changing, seeking to justify its existence and therefore constantly putting forth concepts and proposals that will provide an area of debate and general curriculum material for the schools of education and the writers of educational materials.

Political. Teachers are authority figures who consistently play a psychological role in the lives of citizens. School frustrations are often blamed on teachers, and citizens, having attended school, feel confident to make decisions on educational matters. Parents, frustrated by the behavior and attitude of children, tend to blame same on teachers. Increasing property tax and the inequity of educational funding coming to bear on citizens tend to increase the animosity and hostility of those citizens toward the school system. Politicians have a tendency to want to ride this crest and to do something about those "incompetent teachers."

Conclusion. The continued movement of the educational establishment with regard to so-called innovations and the political pressures brought upon members of state legislatures result in attempts in law to somehow alleviate the pressures and provide avenues for new so-called directions.

Colorado. All of the above factors are present in the Colorado situation: The educational establishment looking for innovation and the extremely conservative political machinery looking both for scapegoats and credit for solving perplexing problems. Result: The Colorado Educational Accountability Act, passed into law in 1971, along with a companion PPBES Bill.

The Accountability Act is mandatory, as is the PPBES bill. The Act establishes state advisory committees under the direction of the Colorado Department of Education. These advisory committees, together with the Department are directed to move to establish within the schools, first of all, general procedures for implementation of the bill; secondly, behavioral objectives; thirdly, means to achieve the objectives; and, fourthly, a method for testing if the objectives have been met.

The companion PPBES bill was enacted to set up a system for cost accounting and measurement to determine the financial outlay in arriving at the stated objectives so that comparisons could be made among teachers and among various areas of the educational machinery to find if money was being wasted, or if it could be used more efficiently.

Both bills were passed overwhelmingly with the support of the school management concerns plus the support of the Colorado Education Association, which now denies that it did support the bill. Its head lobbyist ardently supported the bill and has since been made the assistant to the Commissioner of Education for the state of Colorado.

The Colorado Federation of Teachers opposed the bill. The president of the Colorado Federation of Teachers at the time was a member of the House Education Committee, and in that capacity more or less acted as a quasi-lobbyist for the Federation's interest.

Once the bill was passed, the Federation continued its activities of attacking the concept.

The Federation's Position. The Federation's position was and is that the bill is unworkable in that for a large part of the educational goal, objectives are vague, inconclusive and unmeasurable. The Federation further objected on the grounds that, not only are students different and therefore cannot be pigeonholed, but that difference varies from day to day, depending upon the environment and the student conditioning. The Federation further objected on the grounds that the bills tended to simply establish another state bureaucracy and that much-needed funds for the educational program would be diverted to the accountability bureaucratic structure.

The Federation further objected in that only a minimal amount of money was allotted to the accountabillity program and the balance of the required funds would have to come directly from school district budgets.

Since the bill is already law and since the Colorado Department of Education had already determined to pursure its course re. the accountability thing, the Federation's complaint was and is simply for the record, and is an effort to educate teachers and others concerning problems with the bill.

The Federation-predicted problems quickly arose and large and small districts across the state have raised the cry and demand that the bill be repealed. During this session of legislature a bill to repeal has at present passed out of committee and a bill for the companion PPBES repeal has been introduced. That bill, which simply repeals the mandatory provisions of the PPBES Act, would make pilot programs permissable.

The Federation expects continued opposition to attempts to repeal since the political factors that caused the bill to be enacted originally are still present, and the educational establishment still has the accountability "kick" as its current pursuit. It is the Federation's opinion that the accountability bill will not be repealed, but maybe modified some during this session of legislature. Further attempts will be made by the legislature to move into areas of merit pay, tenure removal, single salary schedules, performance contracting, et al.

Collective Bargaining. The Colorado Federation of Teachers sees as the answer to all of such legislative pursuits and the move in Colorado to establish bureaus and commissions appointed by the governor for the control of education, the collective bargaining process. However, the collective bargaining process will be futile in a state such as Colorado until all of the diverse warring organizations can be put together as one centrally focused organization. At that point collective bargaining can take place in an atmosphere where teachers are strong enough to preclude legislative interference.

Post script. As of this writing, the legislature, which is considering the repeal of the Act, is also considering another act to establish the concept for Colorado's colleges and universities.

THE FLEISCHMANN REPORT IN NEW YORK

THOMAS HOBART

President, New York State United Teachers

The Fleischmann Commission report, the most comprehensive study of elementary and secondary education in the history of New York State, seemed to be doomed from the beginning since the newspapers publicized the most controversial issues in a piecemeal fashion without fully disclosing the rationale for the Commission's positions. For example, the Commission recommended that New York State take primary responsibility for the funding of all public schools. This full state funding procedure was an integral part of their program reforms in curriculum, governance and educational policy. However, taken out of context, many people rejected the concept of full state funding without the benefit of the rationale while at the same time many people accepted the concept of full state funding not realizing that it would mean the erosion of local control of schools.

Since the Commission's report represents the most extensive study of education in New York State in this decade, it will probably be quoted for a number of years to come.

The report cannot be described as totally anti-teacher since it contains contradictory conclusions and data that allow anyone to turn to some portion of the report and quote it as supportive. Taken on balance, however, the Fleischmann Commission report contains many anti-teacher elements. The New York State United Teachers have adopted a resolution that reads as follows:

Resolution 63 - Fleischmann Commission

WHEREAS, the Fleichmann Commission did not include a single classroom teacher, nor any representative of a teacher organization; and
WHEREAS, the Commission's report includes numerous observations and recommendations that are antagonistic to the interests of teachers; and
WHEREAS, many of the Commission's recommendations — drafted in ignorance of classroom realities — would be severely prejudicial of good education if enacted into law; and
WHEREAS, the New York State United Teachers object particuarly to the Commission's recommendation that

(a) class size be raised to save money;
(b) teacher salary differentials be slashed 50% to finance in-service training programs;
(c) newly hired teachers be placed in a separate, new pension plan, with benefits lower than those in the existing retirement systems;
(d) voucher plans be instituted for vocational education;
(e) statewide collective bargaining for a single teacher contract be mandated;
(f) the New York City public school system will be totally surrendered to community control;
(g) performance contracting, differentiated staffing, merit pay and "combat pay" (for teaching in "difficult" schools) be authorized;
(h) substantial aid be granted, directly or indirectly, to private schools; therefore, be it

RESOLVED, that NYSUT condemn the above items as containing a preponderance of anti-teacher recommendations which would be deleterious to the cause of quality public education; and be it further
RESOLVED, that NYSUT urge the Board of Regents to reject these Commission recommendations, and the State Legislature to refuse to enact them to law.

PBTE/C IN NEW YORK STATE

MS. GLORIA WEINMAN

United Federation of Teachers, AFT Local 2

The Regents Statewide Plan for the Development of Post-Secondary Education lists six underlying convictions about teacher preparation:

(1) Pupil performance should be the underlying basis for judging teacher completence.

(2) The basis for certification should be teacher competence rather than total reliance on college courses.
(3) Preparation should include a number of pertinent agencies including schools, higher institutions, professional staffs and relevant agencies.
(4) Teachers should be expected to demonstrate competence periodically to maintain certification.
(5) The separation of preparation, certification, and employment must be maintained.
(6) Roles and functions of staff members should be differentiated.

On the basis of these convictions, the Regents imposed the following timetable to implement their goal for the preparation and practice of professional personnel in the schools: "to establish a system of certification by which the state can assure the public that professional personnel in the schools possess and maintain demonstrated competence to enable children to learn."

(1) All new programs proposed for initial approval for state accreditation after September 1, 1973, will need to show that they are performance-based and conform to the Regents' goals.
(2) All programs seeking registration will have to include implementation and evaluation of the Regents' goals by 1980.
(3) By 1985, the State Department's accreditation focus will be solely on performance criteria necessary for certification and the means used to assess the criteria.
(4) By 1980, the State will cease to issue permanent certificates and will impose periodic assessment on people certified after September 1, 1980.

After a series of meetings, the State Education Department agreed to review their position and made some important modifications in their new Format for Submission of Teacher Education Program Proposals. Pupil performance is no longer cited as the underlying basis for judging teacher competence. There is no mention of differentiated staffing or periodic assessment to maintain certification. However, NYSUT still views the omission of the bargaining agent as the representative of the professional staff as a critical issue. Unless the bargaining agent is the official vehicle through which the professional staff is involved in the planning, implementing and evaluating of any proposal, we will urge our teachers not to cooperate in any teacher training program.

NYSUT believes that the attempt to develop a coherent body of knowledge about teaching in terms of its effect on the learning process is a positive step. Teachers have been inadequately prepared and left to flounder until they learn, in a trial and error situation, in the classroom. We welcome efforts to include more classroom related experiences in teacher preparation programs so that prospective teachers will not only have knowledge, but specific skills and abilities.

Research in the area of the teaching-learning process is in a most primitive state. To date, no comprehensive, systematic scheme for identifying, observing or measuring teacher behavior or competencies has been developed.

Experts in research and development argue that development can begin at the pre-service stage and be followed up with research; that is, a model can be developed using those behaviors that experienced teachers *think* are valid. We will cooperate on the development of these performance models in the pre-service preparation stage if research is built in but will continue to oppose performance-based certification until validated research has been completed. We will oppose any attempt to evaluate the performance of in-service teachers until specific competencies have objectively been proven to make a difference in the teaching-learning process. We will vigorously oppose the concept of periodic assessment to maintain certification and will continue to demand the involvement of teachers, through their bargaining agent, in all levels and aspects of research and development, program planning, implementation and evaluation.

PBTE/C. . . IN ARIZONA

MR. CHARLES J. IANNELLO
President, Arizona Federation of Teachers

Arizona is presently involved in an attempt to establish a model to recertify all teachers on the basis of performance. This "cart before horse" approach has met with a great deal of opposition from the Federation and the Association.

To date the Task Force (mentioned in following material) has met several times and has not yet gotten off the ground. As expected, the problem areas are: defining performance objectives for all students, defining performance objectives for all teachers, how evaluation will be made, and who will make the evaluation.

Our primary objection to this matter is on the basis of recertification. The three universities have yet to gear their programs of teacher education to the performance-based concept. The SED explains that once the model is field tested then they can go to the universities with a working model. We have no problem with that approach since it does involve teachers and classroom experiments. However, we must strongly object to using this approach to renew present teachers' certificates at this time or by the date set by the State Board of Education. (Best guess at this time is that the target date will be extended for several years.)

The Federation has vowed not to let this policy take effect until all the research has been done to the satisfaction of teachers.

ARIZONA DEPARTMENT OF EDUCATION:
PERFORMANCE RECERTIFICATION — WHAT IS IT? (OCTOBER, 1972)

If you have been reading the newspapers during the summer, there has been discussion of the State Board of Education policy on performance recertification. No doubt there are many questions in your mind regarding this plan. Perhaps the first item to study is why even look at our recertification system.

The recertification of teachers in Arizona varies little from practices in other states. The process has been based upon two criteria: (1) six years to complete a Master's Degree or a 30-hour approved program and (2) after completing the M.A. or approved program, only continuous teaching.

After considering this process, Dr. Shofstall, Superintendent of Public Instruction asked the Presidents and Deans of the following organizations to nominate people for appointment to a Performance Recertification Task Force.

	No. of People
(1) Ariz. Ed. Assoc.	3
(2) Assoc. of Classroom Teachers	6
(3) Ariz. School Admin., Inc.	2
(4) Ariz. School Board Assoc.	3
(5) Ariz. State Legislature	1
(6) Ariz. State Board of Ed.	1
(7) Each of the three Universities	2 - (Total 6)
(8) County Superintendents Assoc.	3
(9) Parent Teachers Assoc.	3
(10) Ariz. Dept. of Education	6
(11) Advisory Committee for Teacher Education and Certification	1
(12) Career Opportunity Program	2
*(13) Ariz. Fed. of Teachers	- - - -
	37

This large representative group of teachers, administrators, university and lay people began work to develop an improved model for recertification of teachers in the State of Arizona.

The committee began work in November, 1971, with a review of the work done and then proceeded to define the functions for a recertification model. The following functions were agreed upon for the State of Arizona:

(1) Determine teacher-effectiveness by student behavior and growth utilizing performance objectives.
(2) Determine teacher effectiveness utilizing other types of criteria for recertification.
(3) Provide feedback to the teacher training program.
(4) Provide feedback to the individual teacher to improve teacher effectiveness.
(5) Provide the Department of Education with guidelines for performance recertification.

After developing the functions and the model, the committee developed several questions and answers regarding how the functions may be implemented and possible procedures. These questions *are not absolute* due to the fact this model is in a planning stage at the present time. These questions are as follows:

FUNCTION # 1

Determine teacher effectiveness by student behavior and growth utilizing performance objectives.

1. Who will set up Goals for performance and growth?

The responsibility for the Goals is in the local districts and should include representation from the total community including the following:

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*The Arizona Federation of Teachers at first elected not to participate or have its name connected with this attack on teachers. Reconsideration was later given to this matter and we have actively participated. Our role to-date has been one of a critic. The State Department of Ed. has tried to use this group as a rubber stamp. We will not go along. (CJI)

(1) Parents and other patrons
(2) Teachers
(3) School Board
(4) Students
(5) Administration

An example of how to determine goals and needs is to be included in the guidelines provided local districts from the State Department of Education. It must include an emphasis on an annual reassessment of the goals and needs.

2. What is it we will be looking for when we talk about performance and growth?

The State Department of Education will establish examples of performance objectives in all subjects. The performance objective examples should include consideration of the domains of affective, cognitive, and psychomotor.

There will also be included examples of using a range of objectives in a diagnostic procedure. These are to be provided to all schools to use in any manner they wish. The main emphasis is no school need develop objectives, but instead should be provided with sufficient quantity of objectives that they may select instead of having to develop appropriate objectives for their respective districts.

The Department of Education will maintain a file of university and association resource people to provide assistance to school districts in addition to people available from the State Department of Education.

3. and 4. Who will implement assessment procedures? Who will determine results?

The person with primary responsibility for assessment procedures and evaluating the results must be the classroom teacher with an agreement procedure by the administration. The teacher must diagnose where the student is in the beginning of the year and determine learner expectancy level objectives. The guidelines must emphasize the objectives are flexible and may be modified during the school year.

5. How will objectives of performance and growth be set up?

The range of objectives will be determined at the local level with examples and other sources provided by the State Department Guidelines. A committee of teachers, administrators, and parents should be involved at the local level.

6. When will objectives of performance and growth be set up?

The State Department Guidelines should be developed by July 1, 1972. Field testing of the procedures should be conducted during the 1972-73 school year. There should be continuous observation during the field testing with appropriate revisions on a continuing basis. The budget provided should be limited to make the field test more closely resemble reality.

After the recertification model has been determined adequate by its evaluators, it may be initiated on July 1, 1973. At least one year shall be provided for development with total implementation beginning not before July 1, 1974. No personnel shall be recertified utilizing the new model until after the model has been field tested.

7. Where will the recertification model be field tested?

The field testing will be conducted in typical districts, on a voluntary basis in both urban and rural schools which have various ethnic and sociological variables. Schools which are recognized as ''innovative'' and ''traditional'' should be included in the field test.

FUNCTION # 2

Determine teacher effectiveness utilizing other criteria for recertification.

1. What are the operation considerations for other criteria for evaluation?

The following appraisal techniques may be utilized:

(a) Self-Evaulation
(b) Peer Evaluation
(c) Student Evaluation
(d) Lay Evaluation
(e) Supervisory Evaluation
(f) Employee Evaluation
(g) External Evaluation

Some criteria for the appraised/evaluation may include:

(a) Educational experiences (formal and informal)
(b) Outside work experiences (vocational, civic, and community service work)
(c) Interaction with local school community
(d) Interaction between and within educational agencies
(e) Travel for school/student benefit
(f) Service and cooperation in all phases of school operations
(g) Implementation of methods and materials (initiative, creativity, exemplary)
(h) Contribution to the education profession

The evaluation format shall be pre-established at the local district level involving teachers, administration, and school board. The State Department of Education shall furnish suggested methods for each appraisal technique which the local districts may utilize in development of their evaluation procedure.

FUNCTION # 3

Provide feedback for teacher training programs.

1. How will the feedback be accomplished?

An instrument will be developed to summarize the data presented in support of the letter from the district recommending recertification. This data base will be analyzed using the computer to identify for teacher training institutions areas or their program that may need additional emphasis.

FUNCTION# 4

Provide feedback to the individual teacher to improve teacher effectiveness.

1. How will teachers receive feedback on their effectiveness?

The objectives established for Function # 1 will provide the teacher knowledge regarding student growth and areas of teaching which need strengthening. The appraisal techniques in Function # 2 will provide the other data to the teacher for self-improvement. The feedback will be both continuous and semi-annual for the teacher's performance.

An additional question of major importance to which the Task Force has addressed itself is: "What happens when a teacher is denied recertification but feels he has not been dealt with fairly?" To arrive at an answer to this question, one of the major sub-committees of the Task Force has been assigned the responsibility to develop a simple procedure for appealing recertification denials.

(NOTE: The Report on PBTE/C in Florida was not submitted in time for publication.)

TEACHERS *AND* THE STATE EDUCATION DEPARTMENT

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Teachers are gradually gaining greater control over their terms and conditions of employment. Significantly, rank-and-file members of the education professions are also being accorded broader participation in the policy-formulation and decision-making processes which affect the course and operation of education and educational agencies.

The past decade, especially has seen pronounced changed in state departments of education (SDE's). The infusion of federal funds via the Elementary and Secondary Education Act and the Higher Education Act has served to broaden the input base into SDE policies and procedures. Most SDE's have added considerable staff and most frequently such staff has been recruited from local educational agencies and institutions of higher education. Federal monies has made available funds to reimburse teachers for travel expenses occasioned in attending SDE conferences and advisory councils, etc. Federal programmatic guidelines has mandated a broad-based advisory council, including teachers as well as school administrators. Other movements such as the change from "credit-counting" to "program visitation and approval" for teacher certification have also contributed to the fuller involvement of teachers in SDE operation.

In 1973, leadership in the SDE's represents one of the teachers' strongest allies: (1) when teachers display objectivity, and (2) if they avail themselves of the unprecedented opportunity for participation.

Although it is sometimes suggested that the major barrier to effective utilization of teachers' perspectives in policy-formulation and decision-making is that of teacher apathy, probably the major causal aspect is a lack of timely information as to what's happening in the state departments of education.

For this reason, this session is aimed at familiarizing teachers with the current activities and priority goals of SDE's. Knowing "what's happening", teachers will be in a better position to get involved. Here's the current picture. (See chart below.)

Teachers and their representative organizations, however, must not permit the respective state educational agencies to backslide in their commitment to the broader involvement of teachers in policy-making and evaluative activities.

With the curtailment of federal compensatory programs, both the federal money and federal policies which has motivated state educational agencies to increase staff, to hire from the local school community, and to broaden the representation of policy-determining task forces will not be continuing forces. An *aggressive* posture on the part of the rank-and-file membership of the education professions may be the only way to safeguard the recently established beachhead and to clinch this newly won pivotal position. Anything less could foreseeably allow state departments of education to retrench to the regulatory, prescriptive, non-sharing stance of the 1950's.

One other crucial point: If state departments of education (41 of them from among 50) really intend to seek the broader involvement of teachers in policy-making, then teachers' *representative* organizations have some *catch up* work to perform. You are all intelligent people knowledgeable about collective bargaining, professional negotiations, and memoranda of understanding reached via meeting and discussion efforts outside the bargaining process. I need only to ask the questions as a professional staffer in a state education agency: Who will represent our teachers? Who has the right and obligation to select the teachers who will represent their profession?

WHAT'S HAPPENING IN STATE DEPARTMENTS OF EDUCATION IN 1973

(Based upon 47 returned questionnaires)

	Number of SDE's Reporting: Priority Goal or Program	Current Interest and Activity	Total
1. Competency- or Performance-Based Teacher Education & Certification	26	20	46
2. In-service Education Programs	23	20	43
3. Broader Involvement of Teachers	17	24	41
4. Teacher Certification:			
a. Broader fields/areas	12	10	22
b. Term (rather than life)	16	5	21
c. More levels to facilitate differentiated staffing	11	12	23
5. Legislation to permit collective bargaining	7	4	11
6. SDE action related to Teacher "Oversupply":			
a. Reduced class size or other change in school subsidy formula	5	4	9
b. Higher initial certification requirements	6	9	15

c. New provisions for revocation	1	5	6
d. Higher standards for preparation programs	9	18	27
7. Revision of Tenure/Dismissal policies and procedures	4	7	11
8. Improving Teacher Benefits:			
a. Higher mandated salaries	3	7	10
b. Liberalized retirement	4	6	10
c. Liberalized leaves of absence	2	4	6
9. Year-round Schools	1	20	21
10. Teacher Renewal Centers	9	14	23
11. Equal Opportunity Action:			
a. Employment practices	11	10	21
b. College Admissions	12	10	22

ACADEMIC FREEDOM AND COLLEGE TENURE

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In this seminar we want to bring our ideas of the present state of academic freedom and tenure up to date and suggest what teachers and teacher unions can do to preserve and extend academic freedom and tenure. We will focus on tenure. A direct study of academic freedom equally would be important; it cannot be separated, but only distinguished, from tenure. Also, any discussion of tenure will raise other fundamental issues. One of these is how and by whom institutions in higher education properly should be governed. The focus on tenure does not imply an unconcern with these matters. The attacks on education are really attacks on academic freedom; but tenure is in the first line, so that is the place to make the defense.

I stated at the first QuEST Consortium, a year ago, that the criticisms of tenure are politically inspired; they are dominated by myths and inconsistent reasoning; and if there is a proper criticism to make of tenure, it is of the administrative and personnel practices related to it. I see no reason to change those views after another year of study. In fact, I am more convinced that the attack on tenure covers up, in effect if not by design, administrative inefficiency and arrogance. The study of tenure suggests that in only a few places in higher education today does administration operate as the "helping profession" it should be.

Writings about tenure increase apace. A graduate student working with me has found more than 700 articles, books, and other publications relating to tenure, and her work is only half done! Many organizations have initiated studies. After last year's Consortium, the national AFT supported further studies on some educational topics. I did a study, *What is Tenure? A Critical Explanation*, published as a QuEST Report (QR 3, 1973.) A shorter, more popular summary of the ideas in that study was published as *Tenure Under Attack: Myth and Fact in the Tenure Debate* (# 586, 1973.) The American Association of School Administrators has a pamphlet, *Teacher Tenure Ain't the Problem* (1973.) (Its content belies the title!) And the American Council on Education has published W. Todd Furniss' *Steady-State Staffing in Tenure-Granting Institutions, and Related Papers* (1973.)

Last year I referred to the NEA report, *The Teacher's Day in Court*, which contains yearly summaries of tenure cases (among other things). Another report, *Teacher Tenure and Contracts: A Summary of State Statutes*, periodically provides tenure information for elementary and secondary education. Still another, *Salaries Paid and Salary-Related Practices in Higher Education, 1971-72*, contains information about academic due process and tenure in higher education. All of these writings are helpful in understanding the idea and the present realities of tenure.

Other studies stand out. Robert T. Blackburn, *Tenure: Aspects of Job Security on the Changing Campus* (Southern Regional Education Board; July, 1973), finds there is no relationship between tenure and diminished ability to adapt or to the cessation of output. The evidence does not support the criticisms of tenure. Bardwell L. Smith and Associates, *The Tenure Debate* (Jossey-Bass, 1973), contains a variety of essays; several of them argue that the academic profession would be better if security was provided for all and conditions for professional growth were maintained.

The most prestigious recent study, *Academic Tenure* (Jossey-Bass, 1973), has been made by the Commission on Academic Tenure in Higher Education, sponsored by the Association of American Colleges and the AAUP. Its findings and recommendations have been reported widely in the press. (See *The Chronicle of Higher Education*, January 22, and March 26, 1973.) The Commission found that tenure still is needed to protect academic freedom; the Constitution and courts are not enough. It advises against contract alternatives. What appear to be weaknesses are not in tenure itself, the Commission says, but are deficiencies in its application and administration. Another report, by the Carnegie Commission on Higher Education, *Governance of Higher Education: Six Priority Problems*, also reaffirms the need to retain and strengthen tenure. (See *The Chronicole of Higher Education*, April 23, 1973.)

But in spite of all the evidence that tenure is not the problem, the attacks continue. Here is what is happening around the country: Term appointments have replaced tenure in the Virginia Community College system and at Union College in New York. Moratoriums on tenure, longer probationary periods, and/or quota systems are being considered at Tufts University, Western Carolina University, the University of Massachusetts, in six state colleges in New Jersey, and elsewhere, and are suggested in the Carnegie report and the AAC/AAUP study.

Students are being included on tenure policy (though not granting) boards for the university system of Wisconsin and the University of Minnesota. Sanctions short of dismissal for dealing with faculty irresponsibility and professional misconduct are recommended in the AAC/AAUP study and have been accepted in new guidelines at Stanford University.

The AAUP is having trouble in its support of tenure. Some institutions have abandoned its seven-year rule for tenure; one college has attempted through court order to restrain publication of an AAUP investigation; another organization has withdrawn its approval of the 1940 policy on academic freedom and tenure and has begun to "check" AAUP investigations; and still another organization has threatened not to cooperate with an annual survey of faculty compensation because of the AAUP's recent decision to pursue collective bargaining.

Tenure is blamed for difficult financial circumstances. Six Minnesota state colleges will cut 167 positions during the next two years because of reduced income. Normal attrition will be tried, but some tenured faculty may have to be released. The threat is more direct at the University of Wisconsin, where some tenured faculty are to be notified shortly that they will be dismissed for financial reasons at the end of the 1974-75 year. Three hundred forty-four non-tenured faculty at thirteen locations in that system have been told they will not be renewed in the fall of 1973.

The picture is bleak. In some cases administration is so crass as to use difficult situations (e.g., financial problems) to attack tenure. But there are more intelligent and humane approaches. Faculties at Stanford and the University of Wisconsin-Madison have opposed any weakening of tenure. Newspapers report that as a result of the AAC/AAUP findings, many colleges are going slow in putting curbs on tenure. And for institutions with financial problems, the merger of two engineering schools in New York is a model: 75 faculty have been offered new positions with their present ranks and tenure rights. Another model, not so much of term appointments but of tenure protection and professional development, is the State University of New York system; presidents at 29 campuses have been put on five-year, once renewable, terms, have been guaranteed positions as "University Professor" when finished with administration, and are to be given regular study leaves during their terms. Teachers need similar guarantees and opportunities.

How should teachers act to protect tenure? The job will be difficult. Facts and reasons have not made a difference. That is because the attacks on tenure are emotional and self-serving. Certainly teachers should not take a "sack cloth" approach; they should not accept blame for what are not their fallings or compromise their security just to lower the noise. Thus, they should not rush to support longer probationary periods (which already are too long); to impose "self regulation" (that is a reciprocal matter); to accept quota systems, limited contracts, and periodic re-evaluation (all of which destroy the effect of tenure) or even to swap tenure for collective bargaining (the administrator who would accept that trade must see an advantage in it for himself!) These things make academic freedom a reward for responsibility, not a right and a base for teaching.

If no others will pay attention to the facts, teachers can do so themselves. The problems in education will not be settled by redesigning tenure but by restructuring the way political and educational decisions are made and economic opportunities are provided. (These beliefs are fundamental to being a teacher unionist.) One conclusion that dominates the reputable studies of tenure is that the academic profession systematically fails to provide the conditions for professional growth. Higher education should be more concerned to recruit, support, and keep good teachers than it is to track down the thought-to-be loafers and incompetents and make a hanging case of them.

Teachers must insist on these things. They can do so effectively through collective bargaining. A fear of compromising freedom has led the AAC/AAUP to recommend that tenure should not be a matter for collective bargaining. I believe that recommendation is mistaken. (Already some institutions are refusing to bargain over tenure because of the recommendation.) The continued erosion of rights and lack of support force faculty into collective bargaining. Tenure can be strengthened — not weakened — through collective bargaining. The real fear is that unless teachers insist on tenure, and protect is through collective bargaining, teaching will never be professional.

INDIVIDUALLY GUIDED EDUCATION AND THE MULTIUNIT ELEMENTARY SCHOOL

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Individually Guided Education (IGE) is a practical alternative to age-graded, self-contained elementary schooling. IGE started and is continuing to expand as a planned transformation of the free, tax-supported system of public education which has been evolving since colonial times (Klausmeier, 1971; Klausmeier & Pellegrin, 1971). There were seven IGE schools in 1967 in one state; in 1972-73, about 1,000 in some 30 states. (*Multiunit Newsletter*, 1972, p. 1.)

IGE is a complete system of elementary schooling that has seven components (Klausmeier, Quklling, Sorenson, Way, & Glasrud, 1971). The organizational component, called the Multiunit Elementary School (MUS-E), is of interest for two reasons. It is the first component of IGE that is implemented by a school when making the changeover to IGE. Also, it was funded for implementation by the Office of Education for two years starting in the 1971-72 school year.

Other components of the IGE system include (1) a model of instructional programing for the individual student, (2) a model for developing measurement tools and evaluation procedures, (3) curriculum materials, related statements of instructional objectives, and criterion-referenced tests and observation schedules, (4) a program to improve home-school communications, (5) environments in school buildings, school district central offices, state education agencies, and teacher education institutions that facilitate IGE practices, and (6) continuing research and development dealing with IGE. All of these components must function smoothly in the same school building to make IGE work as it can and should.

If the nationwide implementation of IGE continues as it probably will, there will be IGE schools in most school districts of most of the states during the 1970's. In these school districts, teachers and other school personnel will be able to choose between teaching in a MUS-E or in other kinds of schools. Hopefully, parents, too, will be able to choose to send their children to a MUS-E or to some other kind of public elementary school within the school district. If the new MUS-E's function properly, as many are today, pupil achievements will be somewhat higher (Klausmeier, Quilling, & Sorenson, 1971), pupil self-concepts and attitudes toward school and teachers will be more positive (Nelson, 1972), teacher morale and attitudes toward work will be higher (Pellegrin, Slagle, & Johansen, 1969), there will be communication between school and home, and the cost of instruction per child will range from slightly lower to modestly higher.

Seven questions may be raised in the national context as to whether IGE is truly a feasible alternative to the traditional age-graded system of elementary education and also to departmentalized elementary schooling:

1. Will the position of unit leader, a new career teaching position in the MUS-E, be recognized through certification and higher pay?
2. Will large numbers of building principals be willing to share with the unit leaders and other teachers of MUS-E's decision making regarding the educational program for the children of the school?
3. Will curriculum coordinators and other central office personnel permit and encourage more educational planning and decision making to occur at the building level of MUS-E's?
4. How can conditions be arranged so that the special teachers in art, music, and physical education and other areas can contribute more effectively to planning and carrying out instruction in a MUS-E?
5. When will computer management procedures become economically feasible so that instructional programing model of IGE can be implemented simultaneously in several curriculum areas?
6. How can means and materials be developed for joining teachers and parents and the MUS-E and the community for more cooperative working relationships that benefit children?
7. Where will the additional funding be found so that a greater variety of high quality instructional materials and also excellent working conditions for a differentiated staff can be assured?

To conclude, in a substantial number of school districts throughout the country IGE schools are functioning in a completely satisfactory manner. Not all function equally well. Some have made less progress after five years than others have in one. Already, however, they are providing an alternative kind of job opportunity to teachers and principals. The same choice is not yet available to parents and children of the school districts. Hopefully some school districts will soon move in this direction.

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CRITERION-REFERENCED MEASURES FOR CERTIFICATION

[This status report was submitted in a paper entitled "Criterion-Referenced Certification" by Dr. RICHARD MAJETIC, Program Director, National Teacher Examinations and Dr. JAMES DENEEN, Director, Teacher Programs and Services, both of the Educational Testing Service in Princeton.]

The term "criterion-referenced" has been used to describe a test which is distinguished from a "norm-referenced" test. The latter are designed to capitalize on the variability in attainment of some particular set of skills or knowledges, and utilizes a reporting system that affords the individual an opportunity to evaluate his performance in relation to others — usually a defined group -- on the same skills or knowledges. The score report refers to a relative ranking on a convenient scale but does not necessarily attest to the levels of knowledge equivalent to the scale points, e.g., how much must I know or how many questions must I get right in order to score at the mid-point of the scale? Criterion-referenced tests indicate the degree of competence attained by the individual without regard to the performance of others. In addition, they measure performance with regard to specified absolute standards of performance. This suggests that a standard can be described and prescribed and one can determine whether given individuals meet the standard. As opposed to the ranking which occurs in a norm-referenced testing, criterion-referenced tests are often used to show minimal competency; that is they indicate those who can demonstrate possession of the specified standards and those who cannot. One can, however, identify individual differences through criterion-referenced tests by specifying the degree of competence reached by each candidate tested.

It is clear that when standards or behaviors are specified, a criterion-referenced test permits the results to be used in a diagnostic manner. For those candidates who do not achieve the specified minimum standard score, the nature of the deficiencies are much more readily described, thus providing a more equalitarian role for tests than those uses such as selection which result in ranking. This is not to suggest there is no role for norm-referenced measurement, but rather to highlight the benefits of a criterion-referenced instrument.

One reason for you to consider the distinction between the criterion- and norm-referenced tests is to explore a possible application to the certification of teachers. Certification usually requires graduation from an accredited or approved program and the completion of a given amount of teaching experience. Most professions require the above, and additionally, the demonstration of minimum knowledge or competency in chosen fields by passing an examination. These examinations are typically administered by state agencies or professional state associations, with the professionals having a major input in specifying the standards to be achieved. Does the criterion-referenced testing model more nearly respond to societal concerns that professionals possess requisite skills? Does the AFT have a role in creating such a model?

It would seem the traditional model of teacher certification requires that we ask: Who benefits from the present procedure? What impact does the current model have on curriculum organization? What other approaches might be used without restricting the freedom of individuals? Certainly it is possible to imagine a criterion-referenced test that measures minimum competencies expected by the profession of teachers in a given state. The immediate benefit would be that the public and professionals would know what the certificate represents in terms of specified behaviors and knowledge. Hopefully, this would destroy the myth that anyone who has gone to college can teach. It could help us to differentiate those who have minimal competence from those who do not. Of course, as curricula are changed, the tests would have to reflect these changes.

The critical process question is — who defines minimal teacher competency and adjudges individual questions to be appropriate? We urge that experienced teachers and college instructors have the major decision-making role, with state departments of education officials, school district administrators, and the lay public offering some contribution. College instructors are responsible for preparing teachers and preparation is what the criterion-referenced evaluation would get at. School professionals validate that preparation in their daily teaching activities. Requiring these two groups to agree on what a prospective teacher must know bring the most direct possible influence of the teaching profession on the teacher training program in the state.

The legal responsibility of the state board of education obliges state education department officials to influence decisions about teacher preparation. Their presence at the formation of minimal competency requirements should insure that monitoring of teacher preparation programs becomes more effective than is now generally the case. The participation of local school administrators and the lay public should similarly improve these groups' concept of what constitutes reasonable expectations for beginning teachers.

Within each group — professors, teachers, state and district officials, and the community — minorities should be well represented. Much resentment at the gate-guarding aspect of professional qualifications could be dissipated if blacks, Spanish-speaking, and other minorities were involved in decisions about what basic knowledge a teacher — any teacher — should possess. At the same time, questions which reflect a single culture's experiences and bear no essential relationship to teaching could be screened out of the certification process.

How would such an evaluation of certification be constructed? We've suggested the groups that would be represented on state committees corresponding to certificate levels. So, for example, a committee for certifying English teachers would similarly consist of college and school teachers active in this field. The committee could begin by defining the broad areas in which some basic preparation can be reasonably demanded of all English teachers, e.g., composition, language, literature, and oral communication. Initially, existing examinations could be reviewed for appropriate questions and new items written as needed. All areas and items would be widely reviewed to determine agreement that the knowledge or understanding is truly essential in preparing a teacher of English. Reporting processes for the evaluation would offer to any student who failed to show requisite preparation an analysis of his weaknesses. The same analysis, on a summary basis, would be provided to each college which prepares teachers and to the state department of education.

Note that on a minimal competency examination, all candidates should theoretically score 100%. Since, in fact, mental measurement is not so exact a science, a margin for error would be essential to evaluate fairly the individual scores. Each candidate could properly be required to respond correctly to a specific percentage of the items. Remember that each of these items would be, in absolute terms, easy questions involving fundamental knowledge. The purpose of the examination is to identify only that small proportion of candidates whose knowledge base is grossly inadequate for them to enter teaching, and to indicate the areas requiring remediation in order that they meet state standards.

AID TO NON-PUBLIC SCHOOLS: THE MAJOR ISSUES

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Should public funds be used to aid or support sectarian and/or secular nonpublic schools? For nearly two centuries controversies over this question have raged in the United States, Canada, Great Britain, France, Belgium, the Netherlands, and other countries, generating a great deal of emotional heat, interfering with educational progress, and causing bitter social divisions.

In the last dozen years or so, the controversy has embroiled Congress and half of our state legislatures as intensive campaigns have been waged to get laws passed to provide federal or state aid directly or indirectly to parochial and private schools. Victories for the "parochiaid" lobby have invariably led to litigation.

There have even been six state referendum elections on the issue in the last six years (New York in 1967; Michigan and Nebraska in 1970; Maryland, Oregon, and Idaho in 1972). State aid for nonpublic schools was voted down decisively in each instance despite the fact that in each the parochiaid lobby outspent the anti-parochiaid coalitions by very wide margins.

(Parenthetically, it might be mentioned that in the most recent school year for which we have complete figures, 1970-71, of the 51,175,089 students in U.S. elementary and secondary schools, 89.7% attended public schools and 10.3% attended nonpublic schools, with 82.8% of the latter attending Roman Catholic schools.[1])

As spring arrived in 1973 parochiaid battles were occurring in the Hawaii, Kentucky, Maryland, Massachusetts, Missouri, Nebraska, Washington and Wisconsin legislatures. But the most significant action is taking place in the courts and in Congress. The House of Representatives is considering a proposal, H.R.49, to provide approximately $1 billion annually to nonpublic schools through the device of federal income tax credits to reimburse parents for nonpublic school tuition. The current proposal would reimburse parents for 50% of tuition up to a maximum credit per student per year of $200. The President has supported this proposal vocally and frequently, and the powerful lobby working for passage of the plan claims that it has enough votes to get it through the House.

The whole question may be rendered academic, however, by the United States Supreme Court, which appears to be an immovable block in the path of the advocates of public aid for nonpublic schools. In 1971, in *Lemon v. Kurtzman* (403 U.S. 602), the Court struck down as unconstitutional Pennsylvania and Rhode Island programs of aiding parochial and private schools through the "purchase of secular educational services" and "teacher salary supplement" gimmicks. In 1972, in *Woman v. Essex* (93 S.Ct. 61), the Court found the tuition reimbursement plan unconstitutional. Meanwhile, a three-judge federal district court in Vermont acted in 1972, in *Americans United v. Oakey* (No. 6393, 40 U.S.L.W. 2597, D. Vt.), to strike down a state law providing for the "lending" at public expense of teachers, books, and other services to nonpublic schools. This ruling was not appealed. The Supreme Court also ruled in 1972, in *Brusca v. Missouri*, that a state's refusal to provide aid to nonpublic schools does not violate the parents' free exercise of religion or deny them due process or equal protection of law.

With most major parochiaid plans shot down by the courts, the parochiaid advocates seem to view the tax credit tuition reimbursement method as their last and best hope. This plan, however, is at this moment before the Supreme Court on appeals from three-judge federal district court rulings in Ohio and New York. The Ohio court found the plan to be unconstitutional in 1972 in *Kosydar v. Wolman*, while the New York court upheld a similar plan in 1972 in *Pearl v. Nyquist*. The Supreme Court will probably rule in these cases before summer.

If the tax credit tuition reimbursement plan is struck down, the parochiaid lobby may attempt to seek an amendment to the United States Constitution to allow such aid. Alternatively, it may fall back on "shared time" or "reverse shared time" plans. These involve having public schools take over part of the nonpublic school teaching load, either by bringing nonpublic students into the public schools for part of the day or by sending public school personnel into specially leased space in the nonpublic schools. The latter plan, known as "reverse shared time," is currently being challenged by Americans United in federal courts in Michigan, Kentucky, and New Hampshire, and by the American Civil Liberties Union in Oregon.

Other parochiaid plans receiving some attention are the various voucher plans for full public funding of parochial and private schools. The plans, which have received considerable impetus from the Office of Economic Opportunity and the Center for the Study of Public Policy of Cambridge, Massachusetts, suffer from much the same defects as other parochiaid plans and none contains safeguards against sectarian or ideological selectivity of faculty or against sectarian or ideological indoctrination of students. Such selectivity and indoctrination would, of course, lead to sectarian, political, and ideological segregation of children.

We should note, at this point, that successful litigation to end programs of public aid for nonpublic schools has rested on two pillars, race and religion. Following the Supreme Court's 1954 *Brown* decision against racial segregation, several state legislatures attempted to preserve segregation by various devices for providing state funding for private schools. These plans were all quashed because they involved government in sponsoring racial segregation. The courts were not confused by ingenious indirect or "parent aid" gimmicks. Following the racial segregation cases, the federal courts took on the problems of public financing of the religious schools which enroll over 90% of the students in nonpublic schools. In *Lemon* and *Wolman* the Supreme Court struck down state aid to nonpublic school plans on First Amendment grounds. The Court in these cases spoke of "excessive entanglement" between religion and government, of the sectarian nature of the schools aided, of the transparency of devices to circumvent the constitution, of the potential for political division along religious lines, and of the limited and sectarian nature of the class of beneficiaries of the legislation *(Wolman)*.

Alternatives and Costs. While waiting for the Supreme Court and lower courts to rule on tax credit, "reverse shared time," and other parochiaid plans, we can turn to an analysis of the alternatives for nonpublic school finance and of the economic and social costs of these alternatives.

There are only two basic policy alternatives for public financing of nonpublic schools. We can either provide no public support for nonpublic schools, or we can provide some support. If the latter course is followed, it should be obvious that there will be prolonged and perhaps even permanent controversy over *how much* aid will be provided. If some aid is provided the nonpublic school lobby will surely exert tremendous pressure for greater and greater support, moving toward parity of public support with the public schools. The experiences of Canada, Britain, the Netherlands, Australia, Belgium, and other countries bear this out. One obvious social cost of the struggle over the *if* and *how much* of public aid for nonpublic schools is the religious, class, and racial divisiveness that it causes.

The Costs of Tax Aid to Nonpublic Schools. Before dealing with the possible economic costs of providing public aid to nonpublic schools, we need to examine the claim that such aid would make economic sense because nonpublic schools can be operated more cheaply than public schools. While secular private schools generally cost more to operate them public schools, it is true that in actual dollars paid out, denominational schools up to the present time have generally operated somewhat more cheaply than public schools.

The reasons for this are not hard to find. A great many parochial schools have less favorable teacher-pupil ratios than public schools. Some, with small enrollments, mix several grade levels together in one room. Church-related schools pay teachers lower salaries than those paid by public schools; in the case of Catholic schools, teachers and administrators were traditionally nuns and brothers paid bare subsistence wages, and these underpaid people, while their numbers are dwindling, still account for about half of Catholic school teaching personnel. Nonpublic schools are generally academically selective, especially on the secondary level, and thus have fewer hard to teach or problem students than the public schools. Further, nonpublic school programs generally fall well behind the public schools in providing expensive vocational, arts, remedial, driver education, physical education, guidance, and other enrichment offerings. No wonder parochiaid schools claim they are cheaper to operate!

But if nonpublic schools upgrade their programs, services, salaries, and teacher-pupil ratios to compare favorably with public school programs, their costs will match those of public schools. They would probably even exceed public school costs because of the obvious economies of scale enjoyed by the public schools. The various nonpublic schools operating in our metropolitan areas generally serve smaller and more widely scattered populations, and therefore are less efficient and require more expensive and extensive transportation services. This was admitted with regard to Catholic schools in early 1972 by the Rev. C. Albert Koob, president of the National Catholic Educational Association. "By 1980," Koob reported, "we'll be lucky if we can keep the cost under $1,000 for an elementary school student and $2,000 for a high school student."[2]

The average public school per pupil cost for 1972-73 is $1034 for pupils in Average Daily Attendance, or $966 per pupil in Average Daily Membership.[3] If the tax credit parochiaid scheme is upheld by the courts and passed into law by Congress and state legislatures — as credits against federal and state income taxes, not to mention credits against property and sales taxes, as in the Ohio program struck down in *Kosydar* — it is easy to see that more than $5 billion annually could soon be flowing to nonpublic schools. This figure, then, would be the cost of tax aid to nonpublic schools. This sum would be available for nonpublic schools only by raising taxes or by cutting other public programs, such as public education. Administration spokesman Casper Weinberger told the House Ways and Means Committee in hearings in August 1972 that federal aid to public schools could be cut to provide funds for parochial and private schools.

This $5 billion figure assumes that nonpublic enrollment would remain at five million students. It is more likely, however, that massive tax aid to nonpublic schools would cause these to expand and proliferate, for a variety of religious, racial, and other reasons. A Gallup study in 1969, while showing that Americans oppose tax aid for nonpublic schools by a margin of 59% to 37%, showed also that, *if nonpublic schools were free*, 40% of parents nationally and 59% of parents in metropolitan areas would prefer to place their children in parochial or private schools.[4] Thus, not only could public aid to nonpublic schools cost American taxpayers an additional $5 billion annually, but it would probably destroy the

American public schools. This is precisely what happened when the public treasury in the Netherlands was opened to the parochial schools 50 years ago.

Parochiaid, then, could rather quickly cost Americans billions of dollars annually and destroy our public schools. But the financial and social costs of parochiaid would be even higher. Splintering and balkanizing education into a multiplicity of larger or smaller sectarian, racial, ethnic, ideological, and other sorts of enclaves would surely reduce overall educational efficiency and raise overall educational costs.

Socially, this fragmentation would increase the divisions and centrifugal forces straining the seams of our society. Government sponsored and supported sectarian segregation in education in Northern Ireland is an obvious example of where this can lead. Since parochial schools tend to closely approach 100% denominational homogeneity of faculties and student bodies (Catholic schools are 97.3% Catholic in enrollment;[5] Protestant and Jewish schools are similarly homogeneous), it should be obvious that tax support for nonpublic education would deprive increasing numbers of students of the healthy pluralism, diversity, and religious neutrality of our public schools.

Nonpublic schools also educate proportionately far fewer black children than public schools. Nonpublic schools are less than 5% black in enrollment, while our public schools are 15% black. In such major cities as Baltimore, New York, and Philadelphia, nonpublic schools are less than 14% nonwhite while public schools are over 60% nonwhite. As the U.S. Commission on Civil Rights pointed out in 1967, nonpublic schools are a major cause of urban public school racial imbalance.

In addition, nonpublic school aid would subject all citizens to taxation for the support of private schools which are, in theory and practice, religious institutions. It would also tend to increase interfaith tensions both in legislative bodies and in our communities.

Further, the tax credit parochiaid plan would aid only those nonpublic schools serving families above a certain poverty level. It would be of no benefit to nonpublic schools serving the poorest families in our society. This plan would cause worse class cleavages than most other aid plans.

It might also be noted that while public schools must operate exclusively with public funds, a policy of public funding for nonpublic schools would allow these to supplement public support with tuition charges and church donations.

The financial, social, and educational costs of a policy of public support of nonpublic education are thus seen to be quite high.

The Cost of a No-Aid Policy. What would be the financial and social costs of a policy of no public aid for nonpublic schools?

First of all, nonpublic schools are not going to close wholesale if public aid is not granted them. They will probably continue their slow and gradual decline until they reach a lower plateau. According to the Notre Dame study done for President Nixon's Commission on School Finance, total nonpublic enrollment is expected to decline approximately 46% between 1970 and 1980.[6] This decline will involve a Catholic school enrollment drop of about 52% for the decade and a non-Catholic nonpublic enrollment drop of about 16%, for a total nonpublic decline of about 2.5 million students by 1980. Some of this decline will be due to lower birth rates, but the bulk of it will be due simply to changing parental preferences.

This nonpublic enrollment decline, which began around 1965, should produce no burdensome costs, however. Birth rates have dropped so sharply in the last five years that transfers from nonpublic to public schools are being and can be readily absorbed. During the twelve year period during which our present school population was born, 1954-66, births average 4.13 million per year. But from 1966 to 1972 the average number of births per year fell to 3.6 million per year.[7] (The Catholic birth rate, incidentally, is falling more rapidly than that of the general population, due to a widespread but belated acceptance of birth control.) According to the latest N.E.A. figures, the total school age population slid from 52.5 million in July 1970 to 51.78 million in July 1972, a decline of 718,000 children or 1.4%.[8] And while students were shifting from nonpublic to public schools from 1971-72 to 1972-73, total public school enrollment fell from 45,887,695 to 45,821,743, a drop of 65,952. According to Martin A. Larson's 1972 study, *When Parochial Schools Close,* total school enrollment, public and nonpublic, in 1979 should be less than 47 million.[9] Thus all expected shifts of students from nonpublic to public schools should be rather easily accommodated in our public schools, with room to spare.

The percentage of students in nonpublic schools varies, of course, from state to state and within states. New York with 17.7% of its students in nonpublic schools, would seem to be the state with the biggest adjustments to make. Yet Governor Rockefeller's Fleischmann Commission reported in 1972 that it would be $415 million cheaper for New York State to absorb parochial school transfers into public schools between 1972 and 1980 than to provide state aid sufficient to make up projected parochial school deficits.[10] The Fleischmann Commission strongly recommended against providing state aid to nonpublic schools.

Shifts of students from nonpublic to public schools will not only be accommodated to greater or lesser extents in existing public classrooms, but state funds will be automatically redistributed to ease any burdens on the local tax structure. Of course, as the Supreme Court agreed when it reversed *Rodriguez* in March, most state school finance systems need reform. Increasing the percentage of a state's children in public schools will surely increase public pressure for such reform. It should also lead to pressure for legislation to secure special state and/or federal aids to school districts facing abnormal enrollment increases. Such "influx aid" was recommended by the Fleischmann Commission.

It seems safe to conclude that the shift of 2.5 million nonpublic students to public schools by 1980 should require little or no outlay of additional public funds.

The social effects of the expected shift of students from nonpublic to public schools should be generally beneficial. Interfaith, intrafaith, and community tensions and conflicts over parochiaid proposals and legislation should diminish. Communities should pull more closely together. Interfaith and interracial contacts among children should increase. Increasing the percentage of a community's children in public schools should increase parental pressure for educational reform and for more adequate funding for public schools. School bond and millage referenda should pass more easily. Parents of former nonpublic school children will be relieved of the burden of tuition payments. Churches abandoning parochial schools will realize savings which can be applied to religious education and other church endeavors. Qualified former nonpublic teachers can be hired by public schools, while suitable nonpublic school buildings can be purchased by public school districts. Shifts of children into public schools should make education more efficient and reduce the expenses of school transportation, since about half of the states provide some form of tax-paid transportation for nonpublic schools.

Concern for various alternatives in education can be met within a public school system, as the San Jose, California, experiment funded by the OEO is demonstrating.

Nonpublic schools will undoubtedly survive in some strength so long as they meet the strongly felt needs of their patrons and sponsors. Consolidations and reforms of nonpublic schools should enable them to operate more economically and to draw greater tax-deductible support from their patrons. Nonpublic schools should engage in more cooperative endeavors among themselves.

In summary, I believe that the vast majority of informed persons would have to agree that a policy of providing public aid to nonpublic schools would have unacceptably high financial, social, and educational costs, while confining public support to public schools will prove in the long run to be the most economically, socially, and educationally desirable policy.

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Note. This paper was also presented by Mr. Doerr at the National School Finance Conference, Atlanta, Ga., April 2, 1973. It was titled, "Public Funds and Non-Public Schools."

EDUCATIONAL "MALPRACTICE": IN LEGAL DEFENSE OF INSTRUCTIONAL PRACTICE

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I wish to explore the legal notion of "malpractice", its implications for the education profession, and how this concept is involved in the San Francisco *Peter Doe* case.

Corpus Juris Secundum defines "malpractice" as

> . . . any unreasonable lack of skill or fidelty in the performance of professional duties. . . . Wrong practices contrary to established rules. . . illegal or unethical practices. Malpractice may be either willful, negligent, or ignorant, and recognizing these elements, it has been defined as improper treatment through carelessness, or ignorance or intention.

Negligence, defined by the same tome is a broad term under which is grouped ". . . failure to conforn to standards of conduct insisted upon by society . . . Grossly careless or grossly negligent imports more than mere inadvertance and has been specifically defined as disclosing a reckless indifference to consequences without the exertion of any substantial effort to avoid them. . ."

If you were to look for cases of educational malpractice in any law library you would find cases claiming negligence against teachers and other officers and employees of an educational system. Typically, these cases involve situations where a child was injured . . . in shop or gym or perhaps in a classroom where a child suffers an eye injury from a thrown pencil. The educator in these cases are usually accused of negligence in meeting their supervisory responsibilities in that situation.

In none of these cases, however, would you find an accusation that the instructional acts or omissions of a professional educator resulted in an educational injury, namely, the student not learning.

An exception to this generalization would be *Bogust* vs. *Tverson*, a 1960 Wisconsin case where the Director of Guidance at Stout State College was sued by the parents of a student who had committed suicide. The student was counseled for emotional problems over a five month period. Forty days after the counseling was terminated the student committed suicide. The parents alleged in their suit that:

(1) the counselor should have recognized the seriousness of the girl's problems and should have referred the girl to a psychiatrist;

(2) the counselor should have notified the parents regarding the girl's condition;

(3) the counselor failed to provide proper guidance.

The court addressing itself to what it considered the major claim held that the training of counselors would not give grounds to expect that a counselor would be able to recognize the seriousness of the student's situation.

The language the court used in this case sounded very much like the initial arguments in the early medical malpractice suits . . . claiming that medicine was not an exact science and that the human body was not susceptible to precise understanding. (Incidently, it also is similar to much of the anti-accountability writings that currently permeate educational journals.)

A suit has been filed in San Francisco which has again raised the legal specter of educational malpractice suits. I'd like to devote the rest of this session to a discussion of this case, its allegations, possible defenses the educator might invoke and a general discussion of its implications for the future of the profession.

On November 20, 1972 an action was filed in San Francisco Superior Court against the San Francisco Unified School District, its Board of Education and Superintendent of Schools; the State Department of Education, its Board of Education; the State Superintendent of Public Instruction and one hundred agents and employees of those public agencies includes Peter Doe's teachers and relevant other responsible for his education. (See the May, 1973 issue of the *Phi Delta Kappan*, p. 590, for the nine causes of action.)

Legal Strategies. There are two legal strategies evident in the *Peter Doe* case, the first is one of a constitutional nature which claims deprivation of a "right" to an education. The second approach is through tort or statutory law. The constitutional approach is an attempt to extend the due process and equal protection clauses of the federal and state constitution to the outcomes of public education. Such an approach has been successful in the past in overcoming barriers to equal access, equal opportunity, and equitable allocation of resources. In *Brown vs. Board of Education*, the Supreme Court prohibited *de jure* racial segregation in schools; in *Hobson vs. Hansen* the Washington, D.C. schools were required to equalize educational resources among its schools; in *Serrano*, the California Supreme Court ruled that the quality of a child's education should not be determined or limited by the financial resources of his home community. The court's findings in these cases were based largely on constitutional grounds.

These cases and their decisions, however, focused upon the *inputs* of education, the fiscal resources and the people who could attend the educational institutions. The *Peter Doe* case, in contrast, is attempting to extend these constitutional provisions to the *outcomes* of public education. Not only is there a change of focus from inputs to outputs in *Peter Doe*, but the issues in this case are far more complex than those of these other cases. Furthermore, the recent Supreme Court *Rodriguez* decision, stating that education is not a right *explicitly* or *implicitly* guaranteed by the federal constitution, suggests that such a case would not succeed on constitutional grounds in federal courts. State constitutions however, do explicitly provide for education and this case and others may have better luck in extending these constitutional umbrellas to education through state constitutions.

The second approach is more traditional: lawsuits seeking a remedy for an individual. Such cases might include negligence suits contending that "reasonable care" was not exercised by the defendants in their instructional duties; suits claiming misrepresentation of student progress on report cards, in interviews with parents, or in the awarding of a diploma; suits charging state employees, such as teachers, of failure to carry out their statutory duties and, lastly, a suit charging breech of implied contract. This of course, is not an exhaustive list of possible legal actions, but they are germane to the *Peter Doe*, a suit which includes these charges.

Possible Defenses. There are numerous defense strategies which might be used against such charges. Before we enter into a discussion of possible defenses in cases such as *Peter Doe*, I would like to emphasize that the courts are usually reluctant to pursue fundamental issues in education where theory is complex, data is meager and solutions thorny. The courts may claim that they lack competence and refer the issue back to the local officials or state legislature, since these governmental agencies exist to deal with these issues. The courts are well aware of the problem inherent in having a "few wise men" make decisions that more appropriately should be aired in a public forum, such as legislative hearings open to both the profession and the public alike.

Let us assume, for discussion sake, that such a case comes to trial. What might be involved in the various possible defense strategies. Undoubtedly, the doctrines of sovereign immunity, sometimes called governmental immunity, would be invoked. Such doctrines could posit that the plaintiff has no legal right to sue without the permission of the governmental agency involved, permission that is unlikely to be granted. This claim of immunity, while quite viable in the 1950's and early 1960's has not held up as well lately, as evidenced by the success of such groups as the National Association for the Advancement of Colored People, Nader's Raiders, and the Office of Economic Opportunity poverty lawyers in bringing action against governmental agencies and their agents.

Another is the defense of *laches*, a legal doctrine by which one who might otherwise be entitled to relief may be denied relief because the person waited too long before bringing the action. In this case the parents waited until after Peter graduated before instituting a court action.

Another defense would be that the charge is vague. That the constitution (the California constitution in this case) or its Education Code, does not adequately define education, nor sets forth educational standards of performance by teachers and/or pupils *in precise terms that a teacher knows in advance his or her legal responsibility and the penalty for failure*. Furthermore, that the constitution and state education code do not provide penalties for failure to meet these standards of accomplishment.

Another defense would be that the schools alone do not educate, that parents, the child's playmates, and his environment all bear upon a child's learning ability and capacity. The unwillingness of a child to comply with teacher directions or instructional guidelines and the parents interference with the child's studies may lead to a defense of contributory negligence. Certainly, recent studies by Coleman and Jencks would qualify any attempt to impose absolute responsibility for a child's learning upon the school or its employees.

A Pandora's Box? The problem any court would have to face in finding for the plaintiff would be the difficult problem of prescribing a remedy for a very complex situation. If Peter Doe, for instance, were successful and collected a million dollars it would provide others, like Peter, a short route to becoming a financial success. Needless to say, this would impose a tremendous cost upon the public educational systems, a cost which would result in the school's inability to satisfy the educational needs of the millions of other students in the public schools.

Beyond Peter Doe Whatever the outcomes of the Peter Doe case it is certainly not the last of such cases. We can, in my opinion, anticipate class actions, where large numbers, or a majority of the student body may institute legal action against schools and their employees, for very specific pedagogical practices, e.g., those attributed by Silberman (in *Crisis in the Classroom*) to "mindlessness", but more recently termed "malpractice" by Don Stewart in his book, *Educational Malpractices: The Big Gamble in Our Schools*. Legislation has already been introduced in California by Representative Garcia to provide in its constitution for education to be recognized as a fundamental right.

"The teaching profession", in the words of Merimon and Cuninggim" . . . is the only profession which has no definition of malpractice." There are many reasons for this. One such reason is that unlike the medical and legal field there are no commonly accepted behavioral models of proper professional practice. The medical profession, for instance, has such models of appropriate practice which specify "reasonable" courses of professional action and the acceptable manner in which they are to be carried out.

Up till now the education profession has lacked such acceptable models. The new thrust toward competency or performance-based teacher education, however, may not only lead to the improvement of teaching in general — as its advocates purport — but may inadvertently provide models, (and I emphasize the plural of multiple, perhaps quite dissimilar models) of appropriate practice, upon which to premise educational malpractice suits.

The analogy between medical practice and teaching, of course, is a tenuous one at best, and the courts may not be sympathetic to such an analogy. The possibility, however, should be acknowledged.

In medical malpractice suits, when one sues a surgeon, one does not only sue the surgeon but also sues the other doctors, nurses, other medical specialists and the hospital board of directors as well. In other words, much like the Peter Doe case, it sues not only the immediate teacher but all those who employed and provided guidelines, certification, facilities, resources, and supervision of Peter's education. Such a suit interestingly makes us focus upon the notion that the school is a *system* with all its personnel and other resources having a share in the responsibility of accomplishing the educational goals of the child, his parents, and the community. Perhaps, in contrast to some of our more apprehensive forecasts, the Peter Doe case will not, as one might fear, increase the burden of accountability upon the individual teacher, rather it would lead to a recognition and improvement of the interrelationship of all those involved in the process of public education.

There are various possible actions which the teaching profession can take in the face of more Peter Doe cases.One main strategy would be to affect legislation and contractual language that would preclude any liability of the teacher for the educational effects of his or her professional activities.

It is difficult for me to conceive of the lay public's willingness to pay what they conceive of as professional salaries (and here I am referring to the twenty thousand dollar salaries that a substantial number of New York City teachers will be receiving) to professionals unwilling to accept legal responsibility for their actions. Focusing the energies of the profession into prophylactic strategies, will not, in my opinion, be very productive for the future of the profession. Looking at the program for this QuEST Consortium suggests that there are a number of positive avenues for the profession to pursue in face of the legal dilemma on the horizon. I'd like to end by quoting John Dewey: "When teaching becomes a profession it will be able to defend itself in court."

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EDUCATIONAL TECHNOLOGY: SOME WARNINGS

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In the beginning there was "educational technology" (small letters.) Educators readily agreed that those devices which amplified, enhanced, extended, and enriched the experiences of their charges were good. The machines and gadgets quite rightly were seen as tools. The teacher *saw* himself as the user and the chooser of these tools. Very often, however, the word "afford" was the main determinant of who had the tools. Tool vendors approached those who did the school purchasing. Although the teacher desired to be the tool chooser, very often what tools of technology he used were determined by someone else, namely, the purchaser.

> "Miss Jones, you will be using the SRA Speed Reading equipment this year. . . I'm sorry you planned differently, but SRA was what we ordered this summer."

The emergence of a "New Educational Technology" (now in capital letters) conjured up new images in the minds of educators. Rapid advances in media-TV, electronics, computer development, and inventive combinations of the old and the new enjoyed burgeoning public relations success. The "Skinner Box" and "programmed learning" began to spell out a futuristic concept of teaching machines and instant retrieval information systems. The pressures of publicity, the realities of electronic advances, and the revolutionizing of business practices in a computer age led educators to feel pressured. Words such as "in" and "relevant" began to influence their thoughts, causing consternation, concern, and hesitant reappraisal of existing methods, practices, and convictions. Educational Media Producers (no longer the book companies and school equipment catalog people) began to emerge as seers (unkindly and cynically referred to as "hucksters" and "charlatans"). Educational Media Producers waylaid teachers and administrators at all entrances of the schools — and at their homes via the mails. New gimmicks, new gadgets, and new goals were for sale. ("New lamps for old.") Exploitation of the educational market took place — and how! Some of the "emperor's new clothes" were found to be non-existent. In short, teachers were not taken in entirely when they found the stuff didn't work. The gold rush had reached a plateau — and there were still full warehouses and inventories piling up.

A new phase began. Reasoned the sellers, "If the schools may no longer be entered through the same old doors (the skeptics), then perhaps the castle (translate "lucrative market") could be stormed from above. The new word was "systems", the new, highly-credentialled seer was the person of the president of a systems laboratory of human learning and We-only-want-to-see-the-world-get-better-and-get-it's-money's-worth company, Inc. Now the thing to do was to sell services: a systems analyst, a group of consultant and a hardware-software package that would do the job. Political figures could easily be convinced that schools could be run cheaper — what worked for industry could work for the schools.

There might even be (with the right administration) access to positions in HEW and OEO which could give the stamp of officialdom to the "new systems approach." Probably words like "educational voucher" and a concept of "accountability" could become better known to pave the way for an assault on the schoolhouse (translate "where the market is.")

This is were we are. We have Texarkana and Gary to ponder. We know that the "systems people" bought into some pretty vile practices to make things go.

The "feds" (OEO) are now saying that the new technology is both good and bad. The people from the federal government even have a special agency to coordinate the use of technology. This agency even has a slide-tape show in distribution which is superslick and cartoony in its approach and which features the voice of Sidney Marland telling us how we have nothing but good things to expect from coordinating technology in our schools through his friendly offices. Watch out for strings on federal programs. The words to be leery of, for the record, are "new technology", "systems", "educational systems analysts", "accountability", and "coordinate."

While it sounds as if I "buy out of" technology for teaching, that is not the case. I use it increasingly every year. I am afraid of people, companies and government agencies, when they corner the market and purport bogus expertise. It's not the *goods* (i.e., hardware, software, visual, audio, computers, TV, media,) but the *pusher* to worry about. Technological devices are tools, no matter how complex they get. Trained teachers are quite capable of choosing and using those tools which aid in getting the job done.

The issue, of course, is freedom. The teacher's freedom to exercise choice cannot be given up for all the paternalistic pressures exerted by businessmen (who want to give teachers the business in order to get the business) or government agents (who form a partnership in the industrial complex.) Freedom — academic freedom — is a worthwhile end. Mr. Businessman and Mr. Teacher are in different worlds. The ethics of business are not the ethics of education. The goals of business are not the goals of education even if highly-placed government officials say they are. There is a difference between "considered" and "studied" use of technology and the gadgets and gimmicks which help us to reach false goals. That is "what's happening with" educational technology.

THE "INCENTIVE PROGRAM" IN DADE COUNTY, FLORIDA

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A frequently observed example of the practical application of the concept of accountability is performance contracting: a contractual agreement between a school system and a private organization or instructional personnel of that system which provides payment for stipulated results with incentives related to specific pupil performance.

The involvement of the Dade County Public Schools in performance contracting is an outgrowth of its concern over the lack of success of its compensatory education programs. Evaluations of these compensatory programs (made by those whose task it would be to promote the concept of performance contracts) showed that those funded under ESEA Title I funds during the 1970-71 school year did not demonstrate significant differences of achievement in math and reading between Title I students compared with similar students who did not participate under Title I programs.

Following six months of planning which included the staff of the school system, Title I representatives, administrator organizations, and opposition from teacher organizations, Dade County distributed its Request For Proposals. Education Turnkey Systems identified approximately 75 external firms for receipt of the RFP (Request For Proposals). Additionally, all instructional personnel in Dade County were eligible to submit proposals either as individuals, groups within faculties, or as entire faculties. Only Title I eligible students in Title I or Title I eligible schools, grades 3 through 6 could participate.

All programs, whether internal or external in origin, operated within these constraints:

1. Conractor responsible for programs in reading and math only
2. Instruction not to exceed one hour per day per subject
3. Use existing Dade County School System human resources, equipment, and material normally available to Title I schools
4. Use teachers in schools in which the program is operating
5. Participating teachers receive all fringe benefits normally forthcoming from the county, and receive additional incentives, or not, as indicated in the negotiated agreement with each contractor.

Ultimately two internal contracts and two external contracts were awarded by the Dade County School System:

Internal -

1. Floral Heights Elementary School
   Project Staff - 3 teachers (contractors)
   4 support teachers (non-contractors)
   2-4 university interns
   Number of students to be served - 180
   Total Costs - $28,462

Special Features. The contracting group consisted of three teachers, two of whom provided daily instruction in reading and math to 180 children (6 classes of 30/day). The third teacher served as project coordinator. Four other supporting teachers, but not contractors, instructed these children in other curriculum areas. Two to four interns from local colleges provided instructional assistance but the program was not dependent on their availability. The instructional approach combines large group instruction, individualized programmed instruction (New Century Curriculum Systems), and peer tutoring. Major emphasis was given to a student incentive program.

2. Edison Park Elementary School
   Project Staff - 1 principal (contractor)
   1 assistant principal (contractor)
   4 teachers (contractors)
   4 aides (non-contractors)
   Number of students to be served - 180
   Total Costs - $30,040

Special Features. The contracting group consisted of four teachers, the principal and the assistant principal The teachers were responsible for instruction in all curriculum areas and are interchangeable with each other when absences occur. Within the project staff four instructional aides are additionally included in the project. The instructional design was developed by the principal and teachers, was highly individualized, and extensively utilized the concept of multisensory instruction centers and capital equipment. Incentives for students (no greater than $1/student/week) and informational activities for parents were basic to the design.

External -

1. Behavioral Research Laboratories
   Number of students to be served - 750
   Total Costs - $54,000

Special Features. A large variety of books and materials, mostly nonprogrammed texts, were utilized in recognition of the variety of pupil learning styles learning resources remain with the school system regardless of student gains except for unused consumables which must be returned. BRL fully utilized existing classroom conditions without making physical changes. An active parent-community involvement program was included and centered around a parent handbook, news and information releases, and group meetings. Incentives to teachers and paraprofessionals included cash as well as plaques, trophies, etc. Student incentives did not include cash but rather books, games, trips, and other extrinsics.

2. Plan Educational Centers, Inc.
   Number of students to be served - 250
   Total Costs - $35,750

Special Features. A large variety of books and materials, mostly nonprogrammed texts, were utilized in recognition of the variety of pupil learning styles and rates. A Dade County teacher trained by PEC as Project Team Leader, three classroom teachers, and four aides hired from the project community represented the staff organization and utilization format. Two week teacher in-service training was conducted and was critical to the program. No rewards other than for teachers was planned. The contract with PEC was terminated by the Superintendent of Schools prior to the conclusion of the program. The program operation was continued by instructional personnel at the school.

As authorized by its approved ESEA Title I proposal, the Dade County Schools conducted a performance contracting project in math and reading serving 1,100 Title pupils. $300,000 of the Title I allocation was made available to serve students in grades three through six. The project operated from January 24, 1972 through June 9, 1972.

Statement of Expected and Actual Gains Based on Standardized Test Measures Expressed in Grade Equivalency

		Pretest Avg.	Expected Avg.	Posttest Avg.
1.	*Floral Heights Elementary*			
	Paragraph Meaning			
	Grade 4	2.7	3.1	3.3
	Grade 5	3.4	3.7	4.9
	Grade 6	3.7	3.8	5.0
	Arithmetic Computation			
	Grade 4	3.3	3.5	3.5
	Grade 5	4.25	4.9	5.2
	Grade 6	4.5	4.9	5.45
2.	*Edison Park Elementary*			
	Paragraph Meaning			
	Grade 3	1.85	2.15	2.25
	Grade 4	2.8	2.9	3.3
3.	*Arithmetic Computation*			
	Grade 3	2.1	2.4	2.9
	Grade 4	4.2	4.3	5.0
3.	*Goulds Elementary (BRL)*			
	Paragraph Meaning			
	Grade 3	2.1	2.25	1.7
	Grade 4	2.8	3.0	3.1
	Grade 5	3.25	3.4	4.35
	Grade 6	3.95	4.2	4.8
	Arithmetic Computation			
	Grade 3	1.65	1.85	2.7
	Grade 4	3.0	3.3	3.5
	Grade 5	4.25	4.9	4.9
	Grade 6	4.9	5.2	5.45
4.	*Naranja Elementary (BRL)*			
	Paragraph Meaning			
	Grade 3	1.8	2.0	1.85
	Grade 4	2.9	3.15	3.3
	Grade 5	3.95	4.2	4.7
	Grade 6	4.2	4.35	5.0

Arithmetic Computation			
Grade 3	1.9	2.1	2.1
Grade 4	3.3	3.5	3.7
Grade 5	4.5	5.2	4.5
Grade 6	5.2	5.45	5.2
5. *Pine Villa Elementary (BRL)*			
Paragraph Meaning			
Grade 3	1.85	2.15	2.1
Grade 4	2.8	3.0	3.15
Grade 5	3.7	4.2	4.2
Grade 6	4.35	4.5	4.8
Arithmetic Computation			
Grade 3	2.1	2.3	2.4
Grade 4	3.3	3.5	3.7
Grade 5	4.5	4.9	4.9
Grade 6	5.2	5.45	5.45
6. *Little River Elementary (PEC)*			
Paragraph Meaning			
Grade 5	3.55	3.95	3.95
Arithmetic Computation			
Grade 5	4.5	5.2	4.5

Average Per Pupil Gain Per Instructional Program Based on Standardized Tests

	Reading	*Math*
1. Floral Heights Elementary	11.3 months	7 months
2. Edison Park Elementary	4.8 months	8 months
3. Behavioral Research Laboratories	5.1 months	3.3 months

Statement of Comparative Program Cost Effectiveness

	Floral Heights		Edison Park		BRL	
	Reading	Math	Reading	Math	Reading	Math
Cost Per Student	$109.32	$93.87	$80.18	$86.82	$102.12	$104.40
Average Grade Level Gain	11.3 mos.	7 mos.	4.8 mos.	8 mos.	5.1 mos.	3.3 mos.
Cost Per Month of Gain	$ 9.67	$13.41	$16.70	$10.75	$20.02	$31.64
Previous Cost Per Month of Gain	$ 25.46	$17.19	$52.90	$52.90	$24.55	26.43

Based on a $275 per pupil allocation, $300,000 of Title I funds were earmarked to serve approximately 1,100 students in the Performance Contracting

Project; 1372 students were actually served. Actual costs of the project were as follows:

Instructional Contractors		
Floral Heights Elementary		
Risk Capital	$ 3,630.00	
Operating Costs	8,754.83	
Earnings	9,684.00	
Total		$ 22,068.83
Edison Park Elementary		
Risk Capital	5,985.40	
Operating Costs	7,836.67	
Earnings	12,741.84	
Total		26,563.91
Behavioral Research Laboratories		
Earnings		30,762.50
Plan Educational Centers, Inc.		
Payment for Goods and Services to Date of Termination		19,066.66
Support Contractors and Services		
Education Turnkey Systems, Inc.		
Management Support Services	19,000.00	
Curriculum Audit	4,467.00	
Total		23,467.00
Bureau of Educational Research University of Virginia		
Independent Audit and Program Evaluation		13,278.00
Project Manager (Salary)		16,836.66
Miscellaneous Support Services		
Substitute Teacher Time (Test Administration, Training, etc.)	4,697.75	
Clerical Overtime	26.16	
Total		4,723.91
TOTAL PROJECT COSTS		$156,767.47

THE ACCOUNTABILITY PLAN IN NEW YORK CITY

ABE LEVINE
Vice-President, United Federation of Teachers
AFT Local 2

In 1969 the United Federation of Teachers agreed in its contract to work out an accountability program in cooperation with the central Board of Education, local school boards, administrators, and parents.

The accountability program as agreed to by the representatives participating in the development of its design would examine all of the factors that affect learning, separate out the socio-economic effects on which the schools have no influence at all and find out what in-school factors make for effective learning — what works and what doesn't.

The program's major thrust is to obtain massive research data in order to develop corrective procedures. The design would institute a huge data collection program making use of longitudinal tests, and data related to pupil mobility, class size, condition of school plant, availability of educational materials, degree of teacher experience, administrative practices, etc.

Information will be collected for each school enabling schools operating under similar conditions to be compared. As a result, we will be able to find out why some schools are doing better than others, though they are in similar economic conditions. We should, thus, be able to isolate what it is exactly that is more effective. We will even be able to make comparisons across economic differences.

Once the information is available, it will be shared with teachers, administrators, and parents. (Information on staff and students will be anonymous when made public.)

Having the information, the professional staff will be asked to come up with a program for their school which they believe will make their school and their teaching more effective.

The plan does not propose new or different procedures for evaluation of teachers. Its purpose is to provide information on which corrective action may be based.

The design is a five year plan. The first two years will include a field test in a limited number of schools in each district across the city. Simultaneously, the data gathering system will be developed. In the third and fourth years, corrective action plans will be developed and implemented while information gathering is expanded and refined. In the fifth year a system-wide evaluation of the entire operation will be made.

To quote from the text of the accountability design: "The accountability plan is designed to provide, in each successive year, an increasingly powerful set of tools for improving the quality of education. The tools include increasingly sensitive indicators of student performance, increasing data on the effectiveness of school functions, and increasingly effective procedures for generating solutions to problems, evaluating results, and communicating with the public."

At the present time the Board of Education is seeking funding from City Hall to begin to implement the accountability program.

VOUCHERS . . . IN ROCHESTER, NEW YORK

CHARLES SANTELLI

New York State United Teachers

The Rochester Teachers Association, with cooperation and assistance from the New York State United Teachers, was successful in turning back an attempt to force a voucher system upon the Rochester City School District. The Office of Economic Opportunity funded a voucher feasibility study costing $126,000 to determine the impact of a voucher system upon the Rochester area schools.

The voucher plan was branded at the outset by the RTA and NYSUT as a "dangerous gimmick" that would inflate the school district's budget by $5,000,000 which would be provided by OEO. At the end of a two year period the federal funds would be withdrawn and the Rochester Schools would be expected to assume the financial burden of the program.

The original proposal called for the voucher plan to be implemented in all of the public schools in Rochester and those considered "quasi-public," i.e., under the aegis of the Board of Education. The advocates of the voucher plan insisted that parental choice would lead to better education and busing children across the city to attend a different school would improve the educational offerings while the OEO seemed to play the major power groups against one another, telling each that they had control of the voucher plan and thus control of the schools.

The Rochester Teachers Association, NYSUT, and many community and civic groups joined together to bring massive pressure on the Rochester Board of Education to reject the implementation of any voucher system in the City of Rochester. The groups included:

- Rochester Labor Council, AFL-CIO
- Monroe Citizens for Public Education and Religious Liberty
- Rochester Chapter, Americans United for Separation of Church and State
- Parent Teachers Association
- United Council of Education and Taxation
- The National Congress of Jewish Women

Rochester teachers were concerned with polarization of racial and ethnic groups in the city. Rochester's current program is designed to bring children together; the voucher plan would drive them apart, since the plan called for schools that could be created and designed by any group of parents and would have thus opened the door to all-black schools, all-white schools, or all-anything schools desired by a particular group. The voucher plan, in short, pandered to the separate sentiments now prevailing among some groups in the city.

Rochester teachers realistically appraised the voucher plan as an open door to aid to private schools. Once implemented, parents could carry their vouchers to quasi-public schools and dilute already thinning funds for public education. The eventual result would be direct vouchers to private schools.

The combination of the inherent inadequacies of the voucher plan and the pressures brought on the Board of Education led to the rejection of the implementation of the voucher system in Rochester.

VOUCHERS . . . IN NEW ROCHELLE, NEW YORK

TOM MULLEN
President, New Rochelle Federation of Teachers
AFT Local 280

To begin with, let it be clearly understood that my local and I are opposed to the generally accepted concept of the voucher and its implicit market place philosophy as directed at public education. We are categorically opposed to those aspects of such plans which tend toward racial-ethnic polarization and its implied threat to the survival of public schools. We recognize the goal of the federal government which seeks alternatives intended to *abate* the *increasing* pressure on *it* to provide more equal funds for the support of education. We are firmly opposed to any hint of public support to private and/or parochial schools inherent in such plans.

Vouchers are not the only way in which attempts are being made to apply the market place philosophy to the public schools. For example, performance contracting, an undisguised attempt to undercut teachers' standards of living and hard won rights and benefits; differentiated staffing (or as I prefer to call it, Staff Cuts *R*equiring *E*qual *W*ork for *U*nequal *P*ay); or the latest offshoot, performance-based certification, all are cut from the same cloth. All have implicit the philosophy which condones and accepts the caution: *caveat emptor*, let the buyer beware.

Specifically, we agree with the stance taken by the Rochester Teachers Association since the proposal there would have increased racial polarization, allowed for private and parochial school involvement outside the public schools, and afforded parents the option of presenting alternatives without teacher consultation or approval. (Such a plan threatens directly and would only widen the gap between the community and the teachers.) Finally, the plan would have undermined the existing contract and any future bargaining would have faced pre-set conditions, in effect thwarting any real chance of good faith negotiations. However, in New Rochelle, we are considering a voucher plan under certain stipulated conditions. These are:

(1) The plan will be strictly internal, that is, there will be no involvement of private and/or parochial schools whatsoever.
(2) The plan will further encourage racial integration.
The plan encourages teachers to exert more control over their working conditions. For instance, the Board has agreed to consider seriously an alternative school run by the union, if we should decide to do so.
(4) Participation by teachers will be on a strictly voluntary basis with no dimunition of existing contractual protections.
(5) The plan encourages parents to cooperate with teachers in developing, evaluating, and improving alternatives offered under the plan. (This kind of teacher-community joint effort is necessary even without vouchers.)

In order to fully understand our position, some background information on New Rochelle is necessary. Therefore, I will outline several of the salient features of the community, the schools, and the union which have figured as factors in arriving at such a position.

New Rochelle, situated on Long Island Sound, seventeen miles northeast of New York City, has traditionally been considered one of the elite bedroom communities in the metropolitan area. It is now in the process of change and represents a microcosm of any urban setting in the country. The population (75,000) is divided into the traditional Eastern states ethnic and racial groupings: 23% Black, 24% Italian-American, and a growing proportion of Spanish-speaking people. The public schools enroll some 12,000 whereas the private and parochial schools skim off approximately 5,000 students. The schools are largely locally financed through property taxes (25% state and other funds, 75% locally raised funds.) We operate under a New York State law which limits the Board's ability to tax 2% levels of assessed valuation. We have been at this limit for the last three years. Art, music, library and physical education have been eliminated from our ten elementary schools and other areas of "economy" are now under consideration.

The teachers' union has existed since 1938 and has bargained collectively since 1967. In 1969, we were the first to strike under the newly amended, infamous, anti-union Taylor Law. We have a proud tradition of militancy and progressive unionism strongly imbedded with social consciousness. We were one of the first to call for merger and are now exploring the possibility of merging with our local CSEA unit. Our previous contracts have stood as a model for others in the areas of working conditions, educational policy control, and salaries.

New Rochelle is presently involved in a voucher *feasibility* study. The United Teachers of New Rochelle has been involved in this study even before its official inception. The Board of Education has committed itself to the notion that the plan cannot be implemented without thorough study (no less than a year) and the *agreement* of the union. We intend to hold the Board to its commitment. In other words, no phase of the study can proceed without our consultation and agreement.

As part of our involvement in the study, we recently visited the Alum Rock School District in San Jose, California. We went prepared to consider the voucher system presently in force there and were careful to be objective and not bound by formulae or preconceptions. As a result of our examination, it is safe to say that on balance the voucher system in Alum Rock is of benefit both to teachers and the school system in general. This does not in any way indicate that there are not real problems. It certainly is not Utopia. In November, a survey conducted by one of the teachers' organizations in Alum Rock indicated grave dissatisfaction with vouchers. From all we could gather this is no longer the case: in fact, just the opposite seems to be true today. The vast majority of teachers, parents, students and administrators seem to favor the plan and its positive effects for a variety of reasons. The objective conditions existing in Alum Rock are altogether different than those which presently exist in New Rochelle. Alum Rock is a union school district (K-8) within the bounds of San Jose enrolling some 15,000 pupils. The district's population is composed of 50% Chicano, 10% Black and lower middle and working class white people with some percentage of Japanese and Chinese. The schools are supported by 27% locally raised taxes, the rest coming from the state and other sources. (SB-90 will provide 1½ million dollars in additional revenues next year!) Alum Rock is considered one of the poorest school districts in the entire state of California. The schools experience a student mobility rate approaching 37% annually. The per pupil expenditure in Alum Rock is approximately $700 as compared to New Rochelle's per pupil expenditure of between $1400 - $1600.

The educational program in Alum Rock has just recently emerged from the dark ages of lock-step, controlled curriculum (i.e., at 9:30 each morning it was almost possible to ascertain by looking at one classroom the page number and content of study in all classrooms). The voucher system is viewed by teachers, parents, students, and administrators as freeing the schools for more imaginative, responsive alternative forms of learning and instruction. Teachers for the first time have been allowed, even encouraged to develop and implement more innovative forms of curricular offerings. Needless to say, teachers are responding in droves to this situation in which they more directly control their own classrooms. The other obvious ingredient advertized as a result of the vouchers is the element of direct and positive community-parent involvement in the planning, implementing and evaluating of the various alternatives within the plan (at present 22 alternatives exist.) Both teachers and parents alike seem to agree that this may be the most beneficial outcome of the voucher plan. All agree that none of the changes would have been possible in as short a time without the money provided by the OEO plan. (The funds allocated over a four-year period will amount to $6,915,188.)

One may well question, as we do, whether or not such changes could not have been brought about without the voucher plan as an impetus. Also, one may question the possible role vouchers may play in the future toward reversing the positive nature of the present teacher-community relations, if a situation develops in which individual teachers and not programs become the subject of evaluation based on performance.

Vouchers in New Rochelle? Not yet, but maybe. Our teachers will decide on the basis of the plan presented, the good or ill it portends for the school system, and its ramifications for other school districts. The plan itself will be developed in conjunction with the teachers with an eye toward those considerations. Under no circumstances will the union agree to any plan which violates the rights of teachers, leads towards involvement of parochial and/or private schools, tends to increase racial-ethnic polarization, or which in any way sows seeds of further pitting teacher against community, or the vice versa. On this you may have our guarantee.

(NOTE: The report on Alum Rock was not submitted in time for publication. However, see report on "OEO's Educational Programs.")

BANNEKER CONTRACTED CURRICULUM CENTER
MARCH, 1970 — DECEMBER, 1972
R.I.P.

Prepared by MS. SANDRA C. IRONS, President
Gary Teachers Union

BORN: MARCH, 1970

Superintendent McAndrew introduced the "idea" as a "vital part" of the "Gary 'Right to Learn' Program."

(McAndrew: "There is *no* way this program can be introduced prior to the fall school term, 1971.")

EVENTS OF LIFE:

July 14, 1970: At a School Board meeting, the Superintendent presented George Stern (president, BRL), and Donald Kendrick (to become the "center manager" — formerly, systems analyst with Lockheed Missiles) who "convinced" the Board of School Trustees that "Performance Contracting" was the answer to or the "cure-all" for all of Gary's educational problems.

Following the advice of their attorney, the Board delayed final approval.

HOWEVER...

July 16, 1970: Letters were sent to all teachers at Banneker concerning the "proposed" contracted curriculum center. They were informed that they would be interviewed for the open positions.

August 21, 1970: Letters were sent, along with a "request for transfer" form, to fourteen of the thirty-two teachers, informing them that they had been "reassigned" as a result of their "interview" with the learning director (principal) and the center manager (Mr. Kendrick).

"This reassignment in no way is a reflection of your competence as a teacher."

August 27, 1970: The School Board, despite objections by the Union, tentatively approved the contract with the Behavioral Research Laboratories to take over the "entire" school on a money-back guarantee.

September 3, 1970: Union sent a letter to the Board asking for contract compliance and criteria used in selecting staff.

September 8, 1970: School started with "BRL" in full control at Banneker Elementary School.

800 (798) students enrolled.

Union began its "formal" opposition to the Contracted Center.

September 10, 1970: Union held area meetings with members to discuss contract violations.

September 22, 1970: Board of School Trustees signed Agreement with BRL. (Despite advice of the State Superintendent of Public Instruction to the contrary.)

The Union again implored the Board to end the violations our agreement, specifically: (1) restoration of fully-allocated professional staff, (2) end the "differentiated-incentive" pay plan, and (3) adhere to the single-salary schedule for all teachers.

October 1, 1970: Meeting with McAndrew concerning alleged violations of Agreement.

Outcome: FILE A GRIEVANCE!

October 5, 1970: The Union requested a meeting with the Board to discuss the violations of our Agreement.

Their reply — FILE A GRIEVANCE!!

October 8, 1970: General Membership Meeting of Local 4. Voted to go on strike October 14, 1970, if all violations were not ended.

October 9, 1970: Letter sent to Board and Superintendent informing them of same.

Press release made by President of School Board regarding the Banneker Program (See Appendix ii).

October 10, 1970: Press release by Union President (See Appendix iii).

October 11, 1970: Union restates issues of crisis!!! "We are not opposing the experiment, per se, but the manner in which it was introduced and enacted."

October 13, 1970: 2:30 p.m.

1. Temporary Restraining Order issued against the Union.
2. School administration dismissed school two (2) hours early to have area meetings — prior to the scheduled 4:00 p.m. Union meeting.
3. General Membership Meeting — rescinded strike vote. Go to arbitration and demand that the Board follow the advice of the arbitrator.

October 20, 1970: Letter to School City advising that Title I funds for Banneker would be withheld by the State because of the "uncertain" status of the school.

October 21, 1970: Grievance filed at second stage (Superintendent had promised all teachers at the October 13 meeting that he would answer the grievance the "same day," thus clearing the way for immediate appeal to arbitration).

October 22, 1970: Superintendent replied that he "didn't *like* the grievance" and wouldn't reply until the Union stated "it had no other gripes about Banneker."

October 28, 1970: Finally agreed to a second-stage hearing on the grievance. Nothing accomplished.

1. Involuntary transfers — too late — beyond 30 day limit.
2. Class size provision does not apply since children are in "groups" — not classes.
3. 15-day transfer notice is not grievable until act occurs.

October 30, 1970: Superintendent's Newsletter — "Why Banneker?" (See Appendix iv.)

November 3, 1970: Superintendent answers grievances (thirteen days after filing). Substance: "I agree with you on *class size, but* the program must continue as presently constituted."

November 6, 1970: Union gives notice of intention to appeal to arbitration.

November 13, 1970: Panel of arbitrators submitted to both parties.

January 25, 1971: Hearing finally with AAA. School Board failed to appear after trying to sabotage the whole process. (See Appendix v.) Hearing proceeded.

February 18, 1971: School was de-commissioned by the State Commission on General Education for the following reasons:

1. Non-use of State-adopted textbooks
2. Pupil/Teacher ratio
3. Administration of school (principal versus BRL "center manager")
4. Time apportioned for subject areas
5. Certification of teachers
6. Legality of contract

March 19, 1971: Received AAA award — Union grievance sustained!!!

March 29, 1971: Meeting with Board concerning award. Fruitful meeting.

1. Additional staff had been hired thus bringing class sizes within the scope of our Agreement.
2. Teachers who had been involuntarily transferred were given the option of returning to the school. (None chose to return.)
3. School was recommissioned by the State.

June 15, 1971: End of the school year. Tests had been administered.

August 9, 1971: According to the *Wall Street Journal,* Behavioral Research Laboratories reported a loss of $111,449 for the nine months ending June

30. This loss compares with a profit of $393,437, a year earlier. Allen D. Calvin, chairman, said the net loss reflects the start-up costs involved in the company's new divisions, which are operating pre-school centers, language schools, and reading centers.

September, 1971: After a long hot summer and repeated attempts to obtain the test results and evaluation reports for the 1970-71 school year, the Superintendent, FINALLY, on September 24, 1971 (after the school term began) released the "glowing" report from Banneker. (See Appendix vii.)

There are several questions about the program and the test results as presented in the report from the Center for Urban Redevelopment in Education (CURE). Traditionally, the children in Gary were given tests in October which covered a two year period, thus, the testing schedule for the months of September and June is totally new. Children in kindergarten are given "readiness" tests and placed in first grade according to the results from such tests; they are not tested again until the second grade, at which time they are given achievement tests. The testing schedule from that point is every two years (City-wide Ability and Achievement Testing in grades 2, 4, and 6, as prepared by the Research and Developmental Services of School City, April 1971), which allows two twelve month spans including six "school-less" summer months.

For our purposes, we have looked at the Banneker test results to gain some insight into the actual increase in grade equivalent scores, as determined by the "independent evaluator." It is interesting to note that no attempt was made to provide a basis for an analysis in the absence of (1) no control group, (2) no comparison group, and (3) no matched group that is presently participating in other special programs.

The statement released to the public by President McAndrew, the Board of School Trustees, and BRL, contained information from the CURE and Price Waterhouse reports. This release states that during the first year of the Banneker experiment, 72.5% of the students (total number of students at Banneker in grades 2-6 is 546) made month-for-month, or better, grains, in reading, mathematics, or both. We are concerning ourselves with the contracted agreement and what it promises — it promises gains in *both reading and math,* and children not making gains in both areas will be eligible for the "money-back guarantee."

The press release chose to include children making gains in both reading and math, and added to that figure, those students achieving in math ONLY and those achieving in reading ONLY — thus, we get the figure 72.5% achieving .8 or better, and 27.5% achieving less than .8.

When we look at the contract promises, we find something quite different from the above figures. The students who achieved month-for-month gains in both reading and math were 189 or 35%. Those students who did not achieve month-for-month gains represented 65% of the total enrollment. Interesting!!!

That portion of the CURE report which deals with the test results in the area in which we found discrepancies as to whether or not the progress made was assessed validly. For example, CURE states that gains were made from pre-test to post-test by all grades, but does not note the fact that in grades 2, 3 and 6, there were more children scoring below grade level in reading on the post-test than on the pre-test, and that this same situation existed in math on the 5th grade level, where in

September, 78.8% of the students scored below grade level as compared to 85.1% in June.

In the CURE analysis, it is stated that "part of the problem during the first two months was a complete reliance on reading and mathematics for the entire day. In November, 1970, social studies and science began to be introduced on a limited basis. In January, 1971 (2 months later), Art, Music, a 'Library Period' and Physical Education were introduced." We feel reasonably sure that if teachers in a regular program were permitted to devote the same amount of time to reading, and math, tremendous gains could and would be made.

It appears that 57.62% of the school year was spent on reading and math at Banneker, while at any other school in Gary, that time would be 40%, or in some cases, 20% or less. (This is assuming, of course, that with the addition of the other subjects, one hour per day was devoted to both social studies and science, three hours per week to Art, Music and P.E., and two hours per week for library.)

The initial proposal stated that "children would 'want' to come to school;" the report by CURE, however, indicates the attendance was better in "pre-BRL" days.

AVERAGE DAILY ATTENDANCE

	69-70	70-71
Boys	97%	92%
Girls	97%	91%

Gross Inconsistencies in Testing Data. In addition to the very questionable circumstances which surround the financial matter, the data encompassing the testing issue is equally troubling. Gross inconsistencies are evident at practically every turn of the page of the report prepared by the Center for Urban Redevelopment in Education (CURE), Inc.

Utilizing the same data of the report and utilizing the same criteria of "satisfactory gain" (indicated by "a more than month-to-month gain"), major inconsistencies appear on the summary charts for reading achievement and for mathematics achievement. In the case of reading achievement, 20 fewer total cases of satisfactory gain in reading result from the analysis made by the AFT (173 rather than 193) and 44 fewer total cases of satisfactory gain in mathematics result from the AFT analysis (317 rather than 361 shown in the CURE report).

The comparative figures are as follows:

	Satisfactory Gain CURE Analysis	Satisfactory Gain AFT Analysis
Reading — Grade 2	23	22
3	15	11
4	62	58
5	46	39
6	47	43
TOTAL	193	173
Mathematics — Grade 2	50	43
3	59	48
4	87	86
5	73	66
6	92	74
TOTAL	361	317

Time and again our analyses disclosed total figures of pupils at various grade levels and total figures of pupils at various achievement levels which were not consistent with the data presented in the CURE report. The School City of Gary must make certain that these inconsistencies are clarified. Both the school administrators and the CURE researchers must be made "accountable" for the clarification of their data and how their various "totals," were arrived at. How they *used* this data is a separate matter!

Even more troubling — and significant — inconsistencies are evident in the testing data of the Price Waterhouse audit. Using two data bases for the analysis of "at least month-for-month advancement in reading and mathematics for the fiscal school year 1970-71" (1.0 and 0.9 months of growth, with the latter figure giving the school system the "benefit of the doubt") there is simply no clear resulting way in which the figure of "88" sixth-grade students was arrived at: 98 perhaps or 94 maybe, but the figure "88" again raises the question of "accountability" for those involved. They must be held accountable for their statistical manipulations.

Finally, the figure of 72.5% "average or better gain in reading, mathematics, or both" (as presented in the press release of 9/24/71) is an outright deception. It is a case of administrative statistic juggling and a neat public relations job on top of it While perhaps 6 out of 10 students appear to make this gain in mathematics, only 4 out of 10 appear to make it in reading. The figure of 72.5%, when it reached the press wires, was, of course, striking. It was also a calculated deception.

What was the Real Comparative Cost to Gary? Behavioral Research Laboratories, a private Palo Alto based firm, was awarded a four year performance contract in 1970 to take over the operation of Banneker Elementary School, Gary, Indiana. In the original proposal submitted to the Board of Trustees and Dr. McAndrew, BRL stated, "The basic premise of the Contracted Curriculum Center is that striking improvement can be made at no increase in cost. Therefore, the total annual charge per pupil under this contract will be $800, the average amount now spent per inner-city pupil in Gary, including special funding" (June 1, 1970). Under the guarantee clause, if *all* sixth-graders made satisfactory gains, the company would be paid $640,000 for 800 students.

By September, 1971, these estimates had changed radically. In late September, the Gary School Board announced a payment of $662,982.08 to BRL for its first year operations. This was the total payment despite the fact that only about one-third of the sixth-graders at Banneker achieved satisfactory gains.

How was this payment determined? The payment was computed on the basis of $924.40 (the Board's figure for average per-pupil expenditures in Gary, 1970-71, grades 1-12), multiplied by the 798 enrollment at Banneker and minus a penalty of $74,689.12.

The penalty was charged against BRL because 88 of 131 sixth graders *did not* achieve at least month-for-month advancement in reading and mathematics guaranteed by BRL. First, however, "non-instructional" costs for clerical and custodial expenses were deducted from the $924.40, leaving an "instructional-costs" figure of $848.74. This was multiplied by 88 to determine the penalty.

After these computations, the balance due BRL was $662,982.08. When divided by 798 students, the per pupil cost to Gary was only $830.80, compared to the $924.40 city-wide average. Gary Superintendent Gordon McAndrew boasted, "This was almost $100 per child less."

Most school authorities can document that the average per pupil costs in elementary schools are from 10-18 per cent less than the grade 1-12 average costs. Gary school officials have not released a breakdown on the difference between elementary and city-wide costs. But a survey by the American Federation of Teachers of school costs in a cross-section of six other states and large cities finds the difference averages over 12 per cent.

Thus, even granting that per-pupil costs increased by 16 percent at Banneker, the increase reported by the School Board for city-wide per pupil costs over the previous year (from $796 to $924), computation of the elementary-school/city-wide costs differential (12 per cent less for elementary) shows a significant over-payment to BRL. Such a computation indicates that the real per pupil cost at Banneker in 1970-71 would have been approximately $813.47. If we use the same formula for determining the penalty against the company, we find that the payment would have been $732.10 per student, not $830.80. *Had the Board of Education and Superintendent McAndrew demanded that BRL be paid on the basis of elementary per-pupil costs, presumably the citizens of Gary would have saved $78,762.60.*

The fundamental question raised by this computation is how can the citizens and teachers of Gary, and for that matter, all those concerned with contract-education, judge the validity of the BRL-McAndrew claim that "improved performance has been achieved *at no additional cost* to the Gary schools?" To make such a comparison it is necessary to have the *per pupil current expenditure costs* at Banneker that would have resulted from the same public school instructional program operating at the school in 1969-70.

Without these data, there are almost an infinite number of possibilities. If the differential for Gary elementary schools (and specifically Banneker) is significantly less than 12 percent, then McAndrew's statement about cost is correct. However, if the differential is much greater, as in the case of California elementary costs (18 per cent), the additional cost to Gary was substantial ($164,044.86).

September, 1971: A "few" changes in instruction for the ensuing school year had been developed by teachers during the summer and a two-week workshop was scheduled. (None of which was done prior to the inception of the program.) Also, a new center manager was hired.

October, 1971: When it became apparent that the enrollment was "far less" than anticipated and "far below" the "profit-making level," the administration announced that two teachers would be transferred — not according to Union-Board Agreement.

The Union stepped in immediately, found that the two teachers involved had been the "most vocal" and "critical" of the program and the testing procedure, and demanded that if enrollment had decreased, then teachers should be transferred on the basis of seniority.

Since they were unable to defend their position, *all* teachers were allowed to remain at the school. (They certainly did not need anymore adverse publicity.)

January, 1972: The Rand Corporation, under a $300,000.00 study for the Department of Health, Education and Welfare, issued their "disappointing" results. Overall, children in the five programs for which there was reasonably complete test data seem to have done no better than low-achieving youngsters in regular classes. The Banneker results were "better" than the rest, but not as good as the company had promised. "Indeed how well the company fared during its first year remains a complicated and arguable question." (Rand Report)

The Rand study concludes that: (1) performance contracting is "so complex that management has been hampered and costs have been unnecessarily high," "is narrowly focused," and has "exacerbated old problems to the point where they seem almost new ones"; (2) no consistent level of improvement in reading and mathematics has emerged that would be likely to lead educators to believe that performance contracting is ready to replace traditional programs for disadvantaged children; and (3) performance contracting costs the same as conventional remedial programs, but it is more expensive when compared to regular education programs.

April, 1972: The teachers in Gary were on strike for twenty-two (22) days. All schools were closed, including Banneker.

June, 1972: NO tests were administered by CURE, however, tests were administered city-wide and the children at Banneker were given the same tests as all other children in the school system. (Results were not available.)

Superintendent McAndrew began making overtures toward the closing of Banneker stating that "the strike had made portions of the contract with BRL void." (Nowhere in the contract does it say that a child has to attend school for 150 consecutive days!)

September, 1972: School opened as usual with 581 full-time students (approximately 300 less than the contract calls for and 200 less than the previous year).

There was very little, if any, discussion on the opening of school and even less on the results of the previous year.

Shhh!!!!

December 12, 1972: The School Board voted 4-0 to abandon the performance contracting business after a poor report and a recommendation by the Superintendent.

"The students at Banneker are performing about the same as they were when the BRL program came in two years ago," reported McAndrew.

Board member, Fred Ford, said that BRL's contract was, essentially, an experiment "to see if the incentive of business would improve education." "If you do a good job, you get a raise; if you don't, you get canned . . . well, they're getting canned," he continued.

McAndrew gave three reasons for the termination of the contract:

1. The performance of Banneker students relative to other schools is essentially the same as it was two years ago.
2. The guarantee provision of the contract was voided by the strike (?) since the school became inaccessible to BRL.
3. The guarantee was, ALSO, nullified by the lack of enrollment at Banneker which has only 588 students this semester. (The agreement stipulated a minimum enrollment of 700!!!)

April, 1973: A final payment from BRL to School City of $167,996.49 is to be made, $57,448.30 of which is a return on the guarantee due for the 1971-72 school year. The balance is a closing settlement of the transaction.

How this settlement was computed is still a guess!!! The Superintendent states that the $57,448.30 was "a compromise agreement which I was able to negotiate taking into account the circumstances of the strike."

"DEATH" CERTIFICATE

DATE: December 31, 1972

PLACE: Gary, Indiana

CAUSE OF DEATH: The immediate cause of the permanent cessation of vital organs is unknown. Many presumptions have been made, but only after the "case" has been opened thoroughly will the real truth be known.

POST-MORTEM EXAMINATION: (To be conducted by the Gary Teachers Union when (???) the contract settlement has been made available to them.)

Studies to be conducted in the pathological examination:

1. Why was the contract terminated less than six months before the final evaluation and the end of the operational period?
2. Why was the contract written for a minimum of 700 students when the city is in a state of transition — what with urban renewal, etc.?
3. Even though the building was inaccessible for BRL, what happened to the 150 day provision for students? (The strike reduced the school year to 165 days which was in excess of the required attendance.)
4. Why is the School City of Gary so reluctant to release all information concerning the school when it should be public knowledge since public funds were used?
5. Were there any "real" advantages of performance contracting? Will we ever know????
6. Was the recent decline in BRL stock a major factor in the cancellation? In September, 1970, BRL went on the American Stock Exchange listing the Banneker School contract as its major asset. Price of stock started at $15, ascended as high as $17, and then descended. At market closing, Tuesday, April 18, 1972, it was *$4.75*.

   On August 8, 1971, the *Wall Street Journal* reported that the company had lost $111,449 for the fiscal nine months ending June 30. That loss (?) compared with a profit of $393,437, a year earlier.

SURVIVORS: Dr. Gordon McAndrew, Superintendent, Gary Public Schools
Behavioral Research Laboratories, et al.
Center for Urban Redevelopment in Education - CURE
Price Waterhouse
and other "performance contractors"

ALTERNATIVE SCHOOLS: THE CITY-AS-SCHOOL IN NEW YORK

FREDERICK KOURY
Director of City-As-School
AFT Local 2

We are currently planning a high school based upon two concepts which differ greatly from those of the traditional high school. We have been funded through a grant from the Ford Foundation from February 1, 1972 through January 31, 1973 (excluding July and August) after which we will operate with tax levy funds.

One concept will be that the on-going collaborative planning will be between staff and students with advisory and consultative liaison through organizations representing parents and teachers. We see *the planning effort as being basically a "compact" between the 10 students, their parents, the teachers, the High School Office*, the Chancellor's office and the Board of Education. Each party is bound by the compact to perform certain duties.

The 10 students must volunteer to participate in the program and agree to perform according to the rules and regulations the group decides upon as a whole. These include doing work assigned by the group, meeting deadlines, participating in all group sessions and assisting in decision making. Part of the agreement is that in return for fulfilling their part of the compact, the students will receive full normal academic credit for planning the school they will attend the next year. If they do not fulfill their part of the compact, they can be returned to the schools from which they came, according to a set of procedures to be worked out by the group as a whole.

The parents or guardians of volunteer students must also "volunteer" in the sense of giving written permission for their children to participate, to travel freely about the city and put in a longer day if necessary. Parents may also be called upon (or may volunteer) to lend their time, energy, and expertise in the planning itself. *THE RELATIONSHIP BETWEEN THE CAS STUDENT BODY AND THE CAS FACULTY IS ENVISAGED AS A UNIQUE, COLLABORATIVE RELATIONSHIP WITH STUDENT PARTICIPATION IN DECISION MAKING REGARDED AS A SKILL TO BE DEVELOPED RATHER THAN A RIGHT TO BE GRANTED.*

The second concept is one which utilizes the resources of the city. The variety of ways in which the resources of the city will help us reflects the myriad facets of the city itself. CAS views the city as a teaching/learning laboratory with untapped potential.

Students will engage in learning through "activity and learning" units in agencies, companies, institutes, etc. in all parts of our city reinforced by tutorial groups and independent study. These units will be planned with the particular organization directly involved. The units will be for a prescribed period of time and will involve specific learning material and activities. Students will create, choose, and involve themselves in comprehensive secondary education in our city. Successful completion will result in credentialing the student (awarding a diploma) and will prepare him or her for the world of work or for college.

Planning the units of learning (their number and variety as well as the length of time for each unit, etc.) will be the primary planning mandate of 10 high school students together with a staff of three teachers and a director.

In February, 1973 approximately 100 students will be added, and they will engage in the learning activities which have been planned since March 1. Thus, CAS is envisaged as *A UNIQUE STRUCTURE WITH DIFFERENT PROCESSES AND RELATIONSHIPS DEVELOPING A SPECIAL FUNCTION: THE INCLUSION DIRECTLY AND CONTINUOUSLY, OF THE CITY IN THE STUDENT'S EDUCATION.*

For more information:
City-As-School
131 Livingston Street, Rm. 213
Brooklyn, N.Y. 11201

THE OPEN CLASSROOM IN NEW YORK CITY

SIMON BEAGLE
United Federation of Teachers
AFT Local 2

A brief report on the session. The basic components required to implement the open classroom were discussed, namely, the teaching-learning conditions contained in the AFT design for comprehensive school programs. Mr. Beagle cautioned against mechanically imitating the English model of the open classroom without first fully understanding the principles on which it is based, without going through the necessary process of preparation, or without the supportive methods to foster it. The open classroom practices in different sections of the country were then reviewed. Participants from Cleveland were enthusiastic about those in their school district. They pointed out that their open classrooms were possible only in their two More Effective Schools, because of the teaching-learning conditions in those schools: small class registers; adequate space, equipment, material; democratic teacher involvement; freedom for school clusters (3 classes with 4 teachers) to decide on organization, use of personnel, methodology, team teaching approaches, etc. Similar conclusions were made by other participants who came from areas implementing open classroom organization and techniques.

Mr. Beagle stated that open classroom approach was inherent in the M.E. schools in New York City and the official New York City M.E.S. staff manual was written with that in mind. It was urged that everyone study this manual for concrete, step by step guidance when planning open classrooms. Reference was made to the open classroom practices in the John Dewey High School in Brooklyn, the first M.E. high school in the city developed with the help of union members, using M.E.S. guidelines.

The session concluded with the following statement by Si Beagle: "The AFT favors the open classroom as one of many sound approaches to make possible exciting, effective education. However, we must be certain that what is being proposed is not form but substance. We do not want school systems to offer our teachers 'emperor's clothes.' We should take to heart the caution made by Marilyn Hopgood: 'The open classroom in this country is at a critical stage. It promises release from the closed, desk-bound classroom in which American children have been suffocating. Yet this promise is imperiled by its own most zealous advocates. There is a very real danger that the open classroom will go the same way as the 'children's house' methods of Montessori and the 'progressive education' of Dewey and be discredited by enthusiasts who have only half-understood its priniciples.' "

There was general agreement that the AFT COMPAS designs for effective education offer the basic teaching-learning ingredients needed for the effective open classroom.

THE YEAR ROUND SCHOOL IN LOCKPORT, ILLINOIS

JAMES SCZEPANIAK
President, Valley View Council
AFT Local 1291

The "Valley View 45-15 Plan," the name of the Year Round School Plan invented, developed and used in the Valley View Community Unit School District 365-U, is presently in its third year of operation. The "Valley View 45-15 Plan" was instituted in the Valley View Elementary School District #96 on the K-8 levels in June of 1970 and in July of 1972, the plan was instituted in the Valley View High School District #211 on the 9-12 levels. In July of 1972, the two "45-15" districts merged into District 365-U under one new seven-man school board and became the first school district in the United States on the "45-15 Plan" from the K-12 levels. Presently, there are over 10,700 students on the "45-15 Plan" in six K-6 buildings, one 7-8 building and one 9-12 building in the district.

All children in the Valley View Public Schools have been placed in one of four groups (Tracts A, B, C, or D) according to the small neighborhood area in which they live. Unless the parents request differently, all children in the same family are placed on the same attendance schedule, even though the children may be at different grade levels or at different buildings. The four groups stay in the same order of rotation. Each group attends class for 45 days and then has 15 school days off. Saturdays and Sundays, all Illinois legal holidays, a week at Christmas and a period of five or more days in July (as an adjusting period) are designated as school closing times for all children. When classes are not in session, however, the buildings are open for maintenance, athletic events, community activities, library service, etc.

The plan was instituted in the Valley View Districts due to the tremendous population growth. Over fifteen home builders are constructing dwellings in the District and it is said that twenty-one homes are completed and ready for occupancy each week. Without the "Valley View 45-15 Year Round School Plan," and its additional classrooms, every building in the district would have been on double session by now. As it is, the present high school is being remodeled and enlarged, a second high school is being built, the District plans to double session its overcrowded Junior High in July and a $20 million building bond, educational tax increase, etc. referendum issue will be before the voters on April 28th.

The Valley View Council of AFT Local 1291 is the sole and exclusive collective bargaining agent for the teachers and the custodial and maintenance staff of the District. Both groups are presently in the first year of a two year AFT Local 1291 negotiated Contractual Agreement.

The biggest change in the "Valley View 45-15 Year Round School Plan" since its inception has been in its school calendar. Due to the gradual phasing in of the four 45-15 tracts or groups in 1970, the year round school plan actually covered fourteen months. Careful consolidation, however, has resulted in a thirteen month school calendar this year and next. In the 1974-75 school year, the "Valley View 45-15 Year Round School Plan" will be truly a "year (12 months) round" school plan as a result of the calendar consolidation.

The District is also continuing to adjust and develop a curriculum which will provide a better education for its students in addition to solving some of the 45-15 student scheduling problems.

While teacher interest and support of the Valley View 45-15 Year Round School Plan remains high, the trend towards shorter teaching contracts continues each year. The greater portion of teachers, however, still teach more days than a normal 180 day school term.

It can definitely be concluded that the "Valley View 45-15 Year Round School Plan" is working and will remain in District 365-U. It is a plan designed to provide pupils with quality education for 180 days during the full calendar year. The 45-15 Plan is not a device for increasing class days of instruction. It is a workable plan, but as all plans, continues to be tailored to the particular educational needs of the Valley View Community Unit School District.

"ACCOUNTABILITY AND HUMANISM" AT THE UNIVERSITY OF FLORIDA

DR. SAM D. ANDREWS
University of Florida
Florida Federation of Teachers
AFT Local 1880

Most of the participants in this session were elementary and secondary school teachers. They were concerned to know about the famous Local 1880, Megill case at the University of Florida. They also were interested in expanding the limits of the topic to include discussion of the concepts across all levels of education.

One exciting aspect was the demonstration of interest and involvement beyond the confines set for us, i.e., the session was to last for one hour and then be repeated for others who had attended other meetings at the same time. Instead, what occurred was a two-hour meeting. The first-hour participants wanted to continue, and new-comers were invited to contribute and to question in the free-flowing discussion as it went on.

As leader for the session, I addressed myself to the topic and then the discussion developed further. The summary of my remarks was as follows:

Before we consider Accountability and Humanism at the University of Florida, it is necessary to provide some educational context. Perhaps the simplest introduction is to object to the concept of "crisis" in the schools and to substitute the development of a new "evangelicism." In the past, the evangelical phase concerned a confidence in schools and their teachers as they worked in unison with the people to "prepare" children to fit into their society: a society which everyone said was democratic, a melting-pot, and getting better and better. In the present, this kind of belief structure no longer is accepted, but evangelical fervor and simplistic answers continue to abound. One of them is based on the replacement of confidence in the teachers and the schools. The new evangelicism places confidence in closer regulation of schools and teachers, "performance contract" arrangements, and a systems approach to manage education. Another development, very different from the one already mentioned is that of "humanism." Instead of being a methodological (means) systems approach to education, it is goal-oriented and centered upon the learning function rather than the structure of the school as an institution and upon such things as self-concept, authenticity, and the personal discovery of meaning.

Accountability is an outgrowth of the evangelicism which has traditionally arisen from the industrial cost-accounting, profit-accounting, business organizational structure. It is not generic to education, as Raymond Callahan documented in *The Cult of Efficiency*. Accountability is a simple accounting procedure. It is not a counter-point to humanism but simply a way of keeping the books, to clarify cost and profit effectiveness. It is a procedure within the class of concepts that have to do with industrial commercial productivity. It is ill-suited to be used as a procedure to account for humanism. It is much easier to apply in counting instances of repetitive behavior, cataloguing test result outcomes, cause-effect practices, and an input-output interpretation of teaching-learning.

However, humanism as we presently suffer its many interpreters is presenting a problem in another dimension. The explanation of what it is range from the emphasis upon assigning value to students "discovering personal meaning" to developing self-concepts of students, and from dealing with children in a warm and positive fashion to that of developing healthy teacher personalities who will be effective facilitators in a helping relationship.

Possibly what we need is not more explanations of humanism, but rather more *humane-ness* in practice. That is, a greater concern and greater effort directed at solving these kinds of problems: reduction in class size; reduction in teaching loads; improving the moral-ethical development of children (as suggested by the work of Lawrence Kohlberg); improving the level of thinking and teaching (as suggested by the work of Bloom and others who have developed taxonomies);

providing moral and real support for teachers to have a say in decision-making regarding materials, methods, and purposes for which they wish to be "accountable."

At the University of Florida, faculty and students are treated by management to rhetoric which fits into the humanistic explanations and exhortations, to rhetoric of self-development, self-direction, personal meaning, individualism, and commitment to high ideals. However, the practices are those by which the Board of Regents (BOR) of the State University System can install a reward system for faculty which is concerned to develop cost-effectiveness production criteria and an accountability procedure to match. The new BOR policy regarding faculty evaluation is a case in point. One of its features is this procedure: data for evaluation will be collected by the department chairman from students, peers, self-evaluation, and the chairman. The chairman of the department will collect and summarize the results and use it to *present* the conclusions to each faculty member in a private interview. This material will be used for promotion, tenure and salary decisions, *by* the administration. The policy and procedures were developed by the SUS Council of Academic Vice-Presidents, with the concurrance of the Council of University Presidents, and by the SUS lawyers. No real input was requested or provided for by representative faculty organizations.

Another case in point is the effort by the President of the University to fire Dr. Ken Megill, the president of Local 1880, our statewide universities local, for reasons that the appointed hearing examiner ruled insufficient. Prior to that, all of the committees (departmental, collegial, and university) ruling on tenure and promotion had supported Dr. Megill's requests for promotion and tenure — for three years. At this point in time, the BOR has decided to decide the case for itself, claiming irregularities in the hearing examiner's procedures for reaching his decision in favor of Megill.

Accountability is a bookkeeping procedure. Humanism is too broadly interpreted for teachers to overcome what the "educational system" requires of an individual since it is too often used by those in power due to self-serving interpretations of what it means in practice. Teachers, at all levels of education, must point out these abuses, and work to correct misuses in terms of the contextual practices that are more humane.

The discussion which ensued among the participants in this meeting provided some of the following suggestions for teachers:

(1) Speak out, especially in the newspapers in your community, when administrators attempt to give a self-serving interpretation regarding what is "quality education."
(2) Use the telephone to contact the parents of children you teach in order to establish rapport.
(3) Engage yourself in union and community issues to bring the message of humane treatment to the public.
(4) Keep in mind that your school is your workplace in the community. Work to improve the conditions and the policy of the workplace.

(A) TEACHER NEGOTIATED IN-SERVICE TRAINING IN DULUTH, MINNESOTA

Joint report: TOM BENNETT, EUGENE BERG, ANGELINE McNAMARA, DALE RAPP, AND DON SODERBERG (former president), AFT Local 692

This program is the direct result of the efforts of the Duluth teachers to become responsible for their own educational development. It was not designed as an indictment of higher education but rather as extension of service they already provide. The in-service program is dedicated to the 'opening' of the school system, establishing dialog between all professional educators, evaluating the existing educational climate and then involving the teachers in the change process that can bring about the learning experiences demanded by each individual student.

This effort, then, is in the form of a continuous in-service program with courses designed to satisfy the needs of the teachers and the school system which in turn is dependent upon the needs of individual students and the needs of society in general. This program has as its overall objective a system approach to change that would offer the teachers and the school system the opportunity to change with society in contrast to reacting to societal changes and its increasingly more complex educational needs.

Its uniqueness lies in its development, for it was developed by teachers, and in the fact that it was negotiated by the teachers and is now a part of the working agreement between the Duluth teachers and the Board of Education. The teachers had a voice in selecting the offerings they felt were needed, in the method of persentation, and in the selection of trainers from among their own ranks. The Board of Education, in return, has placed such trust in the program that all in-service courses carry the same weight as college graduate courses for purposes of advancement on the salary schedule.

In three years, the program has gone from one to twenty-one course offerings. With current expansion the list will be close to thirty by the summer of 1974. One program in particular, Values Clarification, has gained national recognition and was entirely developed by staff members.

* * * * *

The following programs are now being offered on a regular basis for all the professional staff including teaching assistants. The staff also has the option to gain credits in publication or independent study, which many have done. Other options available to the teachers but not listed are Teachers Effectiveness Training. For both of these, we have trainers available for the sessions at any time but there is a cost factor. All other programs are available without tuition.

Research Utilizing Problem Solving (R.U.P.S.)

Developed By: Northwest Regional Educational Laboratory — Portland Oregon.

Credits — 3, Project — required.

Activities: Formulating improvement goals, use of data gathering instruments and techniques for diagnosing classroom conditions, deriving action implications.

designing action research projects, group techniques, self-evaulation.

Interpersonal Communication (I.P.C.)

Developed By: Northwest Regional Educational Labratory — Portland Oregon.

Credits — 3, Project — Log of Activities.

Activities: Paraphrasing, Behavior Description, Describing Feelings, Nonverbal Communication, Concept of Feedback, Expectations, Interpersonal Gap, Effects of Feelings, Matching Behavior — Intentions, Open Communication, Relationships, Roles and Patterns, Improving Skills.

Values Clarification, Self-Concept. (Drug Education)

Developed By: Duluth Staff — Drug Education

Credits — 3, Project — Required

Activities: Disruptive student on drugs or alcohol, preventive methods, methods and materials in values classification, improving students self-concept, current situation concerning drugs, effects of teacher, humanizing education.

Educational Technology I — Equipment

Developed By: Duluth Staff — Audio Visual Department

Credits — 3, Project — Completion of 19 Objectives

Activities: Development of skills in the utilization of basic audio visual equipment. From the 54 types of basic audio visual equipment, participants are required to select 34 and become proficient in their use.

Educational Technology II — Materials, Methods and Techniques

Developed By: Duluth Staff — Audio Visual Department

Credits — 3, Project — Formulation of multi-media presentation.

Activities: Evaluation and identification of building and district level materials. Presentation of environment and structure that will encourage familiarization with a broad range and interrelated uses of instructional materials and techniques.

Educational Technology III — Production

Developed By: Duluth Staff — Audio Visual Department

Credits — 3, Project — Production of materials for classroom use.

Activities: Completion of 12 objectives along with the use of production tools. Participant will learn mounting, lettering, spirit duplicating, graphics, transparencies, opaque projector set, basic photography, photo copying, and 8mm filming.

Educational Technology IV — Instructional Television

Developed By: Duluth Staff — Audio Visual Department

Credits — 3, Project — none.

Activities: The use of television as an effective educational medium through classroom utilization, general production techniques, mechanical and technical skills.

Elementary Art — Meaning, Method and Media

Developed By: Duluth Staff — Art Department.

Credits — 3, Project — Objective on each of 10 media.

Activities: Each participant will choose 10 sessions from a total of 20 media presentations including; creating with paper, tempera, finger paint and chalk, watercolors, crayons, printing materials, found materials, tissue and many others.

Indian Education — Elementary.
Developed By: Indian Education Advisor, Duluth Indian Community.
Credits — 2, Project — Development of classroom presentations.
Activities: Indian speakers, specific classroom activities with Indian Resource people, field testing classroom instructional units, demonstration of teaching strategies and resource utilization.

Reading Design (Elementary Word Attack Skills)
Developed By: Duluth Staff, Elementary Helping Teachers
Credits — 2, Project — Development of Skill Activities.
Activities: Participants learn procedures in implementation of varied ways of teaching Word Attack Skills including the use of a Word Skill monitoring system.

Music Experience for Elementary Classroom Teachers
Developed By: Duluth Staff, Music Helping Teacher.
Credits — 1 or 2, Project — none. (Choice from 12 presentations.)
Activities: Sessions design to give the classroom teacher the opportunity to be actively involved in music experience which can be used in the classroom including; autoharp, flutophones, song bells, creating melodies and many others.

Responsive Environment
Developed By: Duluth Staff, Headstart teachers.
Credits — 3, Project — practicum.
Activities: Demonstration of various problem solving methods including the principles of a responsive program. Included is a practicum with a lead teacher on an individual basis using video tape, observation and feedback.

Family Communication Systems
Developed By: Human Synergistics Inc. — Minneapolis, Minnesota.
Credits — 3, Project — Paper and practicum.
Activities: Designed for teachers, counselors and district parents to improve quality of family life. Uses knowledge and skills in parenting skills and family rules to create a positive family climate.

Teamsmanship
Developed By: Duluth Staff — Coordinator of teacher assistants.
Credits — 3, Project — In house team approach.
Activities: Self evaluation of teacher/teacher assistant relationships, Identity Card, frame of reference, Values Choice, role playing, analyzing team process, classifying duties, interest centers and others.

Intensified Psychological Services
Developed By: Duluth Staff — Special Education Department.
Credits — 1, Project — none.
Designed to be taught to a building as a whole unit with special student problems as the core.

Human Relations
Developed By: Duluth Staff and local citizens
Credits 3 — 5,
This program was designed to comply with state recertification requirements.

Gymnastics
Credits — 1 — Demonstration.
Designed to increase awareness of gymnastics programs and to begin this type of program in the school system.

Environmental Education
Developed By: Partially by State Dept. of Ed. and part by Duluth Staff.
Credits 1 — 3
Activities: Program includes the work with 30 mini-units developed by the state along with units developed by the Forestry Department and 10 hours designed by staff members. Class is designed for involvement.

Health Education
Developed By: Local staff and project advisor.
Credits 2 for secondary, 3 for elementary.
Content includes the role of the teacher, community and environmental health, consumer health, dental health, etc. Emphasis will be placed on creative teaching.

Coaching — Girls Inter-School Athletics.
Developed By: Duluth Staff.
Credits — 2.
Course was designed to fill the gap between girls rights to such a program and college preparedness for such instruction. Purpose is to train instructors in the fundamentals and to let them practice their newly developed skills.

To date, the acceptance of these courses by staff members has been extremely good. The following is the approximate number of participants after three full years of operation.

Research Utilizing Problem Solving — 751
Interpersonal Communication — 200
Values Clarification — 365
Educational Technology I — 120
Educational Technology II — 36
Educational Technology III — 82
Educational Technology IV —
Elementary Art — 175
Indian Education — 83
Reading Design — 123
Music Experience — 28
Responsive Environment — 21
Family Communication — 23
Intensified Psy. Ser. — 58
Human Relations — 138
Gymnastics — 16

(B) TEACHER-EVALUATES-TEACHERS PROJECT IN DULUTH, MINNESOTA

Developing a Program for Evaluating Non-tenure Teachers — Title III, ESEA

Members of the Duluth educational community have long been aware of growing inadequacies and general dissatisfaction in connection with procedures and techniques that have been used to accomplish evaluations of non-tenured teachers. Doubts have arisen in the minds of many persons concerning the fairness, accuracy, relevance, and even the basic philosophy underlying the entire teacher evaluation process. Specific problems inherent in the present system are:

- School principals, due to increased demands upon their time in recent years, simply do not have the time to make meaningful evaluations.
- In many subject areas and special fields, the principal does not have the necessary background of training or experience.
- The principal often does not have available and may not generate sufficient objective data related to teacher performance.

Accordingly, the Director of Development for the Duluth Schools submitted under Title III, ESEA, a proposal calling for an objective-oriented, peer-evaluation system to be used over a three-year experimental period in evaluating non-tenured teachers throughout the district.

Ultimate purposes of this program were to upgrade the quality of teaching within the system, to provide teacher input into the overall hiring-rehiring process, and to provide a model for possible dissemination to other school districts.

The central administration of the school district conducted a system-wide ballot during May of 1972 whereby all teachers in the system were encouraged to vote for experienced teachers from all grade levels and from all secondary subject areas whom they felt would do an effective job of evaluating *and helping* non-tenured teachers. As a result of this ballot, the central administration appointed three project directors; one from the senior high, one from the junior high, and one from the elementary level. These three people were released from their teaching duties at noon each day and were given full responsibility for the organization and conduct of the program.

The first major task of the directors, after setting up the project office, was to notify seventy-two "master-teachers" that they had been nominated for the evaluation team. Nearly all of those nominated accepted the responsibility. Since the program was to be oriented toward teacher-management objectives, the project directors were asked to organize and help conduct training sessions during August for first-year teachers in the writing of management objectives. This the directors were able to accomplish with the help of the central administration and Dr. Steve Lilly, a consultant from the University of Minnesota, Duluth. Each new teacher was required to compile a set of his own management objectives for the school year and submit this list to our project office through the school principal. Teachers' objectives were later given to members of the evaluation team for reference prior to each evaluation visit.

Project directors next concerned themselves with the organization of three information and training sessions for all school principals in the system. Principals were to be informed of the program, given training in writing teacher-management objectives, and were also to be oriented in the writing of mission objectives for each individual school. Two paid university consultants were hired to conduct technical portions of the sessions. After the training sessions, the principals were asked to return to their schools and serve as instructional leaders to their staffs in compiling lists of mission objectives for each individual school. All non-tenured teachers were also reminded that their individual objectives were in some way to be supportive of the school's mission objectives.

Perhaps the greatest single task performed by the project directors was the organization and implementation of a twenty-four hour in-service workshop for evaluators conducted in eight three-hour sessions during October. All seventy-two of our evaluators were asked to help develop a general evaluation instrument plus evaluation forms for all subject areas and grade levels. In addition to this, the members of the evaluation team were trained in observation, data collection techniques, and interview techniques. Dr. Steve Lilly of the University of Minnesota, Duluth, again served as consultant, while project directors helped as trainers for all eight sessions. The closed-circuit television capabilities of the new Central High School made it possible for the trainees to observe several "classes' on video tape during the sessions. This was very helpful in practicing data-collection techniques.

After the evaluators' workshop was completed, a four-hour voluntary workshop in writing teacher-management objectives was conducted for all second and third-year non-tenured teachers who desired training in writing such objectives. The trainers again accomplished this with consultant help. Nearly all second and third-year teachers chose to attend at least part of the session.

Actual evaluation visits by members of the evaluation team commenced the first week in November. An evaluator is sent out for a full day to evaluate two teachers, one in the forenoon and one in the afternoon. A full-day substitute is provided for the evaluator. When an evaluation is completed, the non-tenured teacher receives by mail a copy of the evaluation report. The principal of the school also receives a copy of the same report. Principals have welcomed this kind of input, for they must still make final recommendations to the personnel department in the hiring-rehiring process.

Each non-tenured teacher is evaluated three times during the school year by at least two different evaluators, each a specialist in his particular field. The final evaluations for all teachers took place prior to April 1, 1973 in order to provide principals with three reports on each teacher before the rehiring "deadline."

Our evaluation team had accomplished over seven hundred evaluations as of March 31, 1973. The Non-tenure Teacher Evaluation Committee (NTEC), which serves as our "board of directors," meets monthly to make minor revisions in procedures and guidelines, for we are learning as we go along.

Project directors currently have a feeling of cautious optimism, for most of the feedback on our activities has been positive. Results thus far seem to be reasonably definable and meaningful. Members of our evaluation team feel that if teaching is ever to become truly professionalized, we ourselves must be willing to accept the responsibility for the control and upgrading of our own profession.

OBJECTIVES:

Broad-based ultimate goals have been mentioned in previous narrative discussion. Specific objectives, all related to the ultimate goals, are as follows:

To select and train a team of evaluators from elementary education, from all secondary subject areas, and from special education.

To provide minimal training and assistance to all principals so that they might train their staffs in the writing of mission objectives for their schools.

To train all non-tenured teachers in writing management objectives.

To have each non-tenured teacher prepare and submit three to ten teacher-management objectives.

To accomplish three half-day evaluations by a *specialist* in the field for each non-tenured teacher.

To provide written technical input to principals regarding teacher competence.
To provide in the greatest degree possible on-site help and suggestions to the teacher during each evaluation visit.
To provide a process whereby teacher-evaluators will have direct input into the hiring-rehiring process by assisting at interviews.
To facilitate a continuous flow of information on the program to all administrators in the system while at the same time seeking continuous input from them.

Non-tenure Teacher Evaluation Program
Park Point School - Room 12
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FREE SCHOOLS OF SAN DIEGO

DR. DAVID STROM
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United Professors of California
AFT Local 1407

The free school movement in San Diego, California, is about three and one-half years old. The Exploring Family School was founded by a politically liberal-to-left professor and some college students who were dissatisfied with the existing public school system for their own children and the children they would be teaching. This school was the first of the new "free" schools to start in San Diego. In this past year two other "free" schools have opened their doors for the public to take notice. It is these three schools that this paper will deal with directly (and indirectly with the many other small schools that are now in existence).

The Exploring Family School is a free school for 5 to 17 year olds. It has about thirty students and three full-time staff. The staff has some degreed personnel but not necessarily teacher-certificated personnel. The major focus of the school is to relate the urban problems facing the general society to the school curriculum. At various times they get involved in the problems of the community, i.e., the limiting of to thirty feet in height the building of buildings along the beach front of San Diego. They were ready to participate as individuals during the summer of '72 in the activities against the Republican Convention that was scheduled to be held here but was not. It is a school with Blacks and Chicanos enrolled. It is dedicated to helping the minorities of our community learn about the "system" and seeking ways to change the "system." Most of all it wants young people to learn what they want to learn. The school depends a great deal on parent involvement along with the input of the students and the staff. Together they explore alternatives to the "dehumanizing structures of public schools."

Discovery School was founded in September by one person with little money.

Today it has under ten students. The parents of the students are mainly professional people who are dissatisfied with public education. They want a more humane setting for their children. The director of the school is not a certificated teacher, but has a degree in psychology. The school meets in a rented house in the city that has a front yard for the children to play in. Ages of the students range from eight through twelve. This is not because the director doesn't want younger students, but only because of circumstance. The director wanted to run an open school but feels he can only run "a modified open classroom" type of school.

The Children's School started in the summer of 1972. Out of the successful summer program was started a full-time child-centered school. The school meets in a former parochial school building in an older, but exclusive, part of the city. Since September it has reached a total school population of around 130 students. Most of the students are in the elementary school program, but they do have some secondary pupils. The philosophy, organization, methods, and materials are primarily geared towards the British Infant School or open-education model. The school attempts to bring life and spontaneity to the place where young children spend many of their waking hours. It begins with the needs, readiness and interests of each child, rather than following the textbook. Parent-teacher-child conferences are utilized rather than grades. The school stresses success and achievement, coming up to high standards that children set for themselves.

Having described these schools, let me make some brief comments about them. Each school is small and trying to allow "freedom" in the classroom. The freedom is in movement about the class and school as well as in choosing an activity or interest to pursue. The Exploring School has a looser structure than the others but not as loose as it was two or three years ago. In only its three years of existence the school has seen many changes. It seems to be headed towards becoming more like an open classroom type school with some political overtones remaining. The student body of the Exploring School does not seem to be as well off as other in Discovery and Children's schools. Although it takes a great deal of money to operate these schools and they charge a monthly tuition, the Exploring School has students on scholarships to give it a greater representative sampling of the communities at large. In the other schools, students were all white and from the middle class. The first of the free schools had faith in the "organic development" of children. And, like so many of the earlier free schools it began with a negative ideology. The initiators knew what they did not like in the public school system — bigness, regimentation, tracking, passive learning, and student powerlessness. However, they did not know what they would be happy with. Thus, the constant change in direction of the school. Coming three years later the others were into the open school idea.

All of the schools emphasize process. If we get it together, all of it will work itself out. One of the difficult parts of the philosophy of these schools is the handling of the individual needs and the communal needs. This is shown by the "doing your own thing" emphasis, very strong at times, with vibes about community process and problem solving. None of the schools has learned how to handle this problem, if indeed it can be dealt with.

The problems of relevancy has not been solved by the free schools. Just allowing students choices or options is not relevancy. Much of what is termed relevancy can really be termed "escapism." Making kites, visiting at the beach, riding the bus downtown, seeing lawyers in action, etc., are nice, but if not coupled with insightful questions and discussion, what is it? If not coupled with action that leads to change, what is it? What are they doing to make themselves aware of their own racism and sexism and eliminating it? What are they doing to eliminate poverty? Indeed, can they do anything? These relevant questions, and more, are not handled in any meaningful way at these schools.

Making students happy, many field trips, and involvement in curricular choices are all positive factors in the schools. But much of what is still done is done individualistically for the student's own good. Meaningful progress is made by collective action, something these schools are incapable of producing.

OEO'S EDUCATIONAL PROGRAM

DENNIS DOYLE
Office of Economic Opportunity

The Alum Rock Union Elementary School District is the site of the first voucher program in the Nation.

In April, 1972, the Office of Economic Opportunity funded a two year pilot project, including six of the 24 schools in the district. Each participating school developed three or four alternative mini-schools, giving parents a total of 22 program options. The parents of each eligible child receive a voucher worth the cost of one year of education and descriptions of the available programs. In exercising their option, parents can choose the education they think best for their children.

An additional compensatory voucher is available to educationally disadvantaged children. The additional funding, provided by OEO, goes directly into the budget of the program chosen by each eligible child.

In addition to mini-schools with a traditional program, offerings include open classrooms; "learning by doing" programs; fine arts mini-schools; individualized, multi-cultural mini-schools; and creative arts and gifted programs.

Bilingual parent counseling teams are responsible for informing and registering parents. An Educational Voucher Advisory Committee (EVAC), composed of one parent and one staff member from each school meets monthly to review the development of the project and make recommendations to the board of trustees.

There are two evaluation plans, one internal and one external. The internal one is directly accountable to the superintendent and provides information to the various components of the project: parents, teachers, and the district. The internal team is using both standardized tests to allow programs to be compared, and custom-tailored instruments to allow each mini-school to supplement the standardized results with data to measure how effectively they are meeting their own specific goals and objectives.

The external evaluation is being performed by the Rand Corporation. Its purpose is to gather and analyze data on the academic, economic, political, and social implications of the experiment.

When the district initially investigated the voucher plan it was looking at the full model that included both public and non-public schools. During its feasibility study the district involved people from the private and parochial schools in the Alum Rock area, with the realization that enabling legislation would be necessary to allow public funds to go to these institutions. Attempts were made in 1971 (AB 150) and in 1972 (SB 120) to pass such legislation; the defeat of these bills forced the district to limit its programs to only the public model. Legislation is again being considered (SB 600).

The support of the district's teacher organizations was a critically important factor in the district's decision to try the voucher demonstration. The voucher concept has been opposed by almost every teachers association in the country, but the Alum Rock Educators Association (AREA) and the Alum Rock Federation of Teachers both took independent stands in favor of the demonstration. AREA and AR/AFT were an integral part of planning and implementation: their input was constructive and highly valued. Although many of the teachers were understandably apprehensive, they chose to let the experiment succeed or fail on its own merits.

When the demonstration was started, the district foresaw potential problems in the areas of parental involvement and decision-making, segregation, administration and federal control.

Parent involvement was implicit in the fact that they must choose alternatives for their children, but it was possible that parents might not exercise their options. Parents in Alum Rock did, however: over 50% of them chose nontraditional alternative programs and more than 40% of those parents with two or more children in the demonstration chose different programs for different children.

One serious concern was the possibility that various ethnic groups might band together and create separate, segregated, alternative programs. Such a development would have violated both local and federal commitments to reducing racial separation. In fact, no segregation problem has developed. Parents have selected the programs of their choice, and each of the programs has emerged with a high level of ethnic balance.

Of particular concern to both OEO and Alum Rock was the extent of federal control on the development of their pilot voucher demonstration. If the allotment of federal money had led to a loss of local control in decision-making, the district would not have been willing to extend its commitment. In fact, OEO has worked closely with the district to facilitate the implementation of the project while scrupulously avoiding any intrusion into the district's decision-making processes

Another major concern was whether or not administrative problems, both at the district and building level, would be manageable. At the district level could a new budgeting system be established and could decision-making be decentralized to the school level? The district had to establish a system of income-outgo budgets for each of the voucher mini-schools while maintaining the traditional budgeting procedures for the remainder of the district. Although developing this hybrid system in an equitable manner proved difficult, the district has now developed procedures that work. The problem of decentralizing decision-making was dealt with by giving the central staff an advisory rather than a line authority role.

Principals have the responsibility of making their own decisions; central staff members serve as resources in their special areas of expertise and also make recommendations to the Superintendent regarding overall policy questions.

In an overall sense, the voucher system appears administratively feasible, especially in a decentralized system. The problem of decision-making is being handled competently by the individual school staffs, and the experimental nature of this experiment has generated a new atmosphere of creativity in the voucher schools' community.

One aspect of the project that should be of special interest to the AFT is that principals have had to take a second look at their modes of operation. Many of the decisions relating to planning, expenditures, intra-staff problems and curriculum development, which were previously made by principals, are now being made by teachers. The principal has assumed a new role and is no longer "locked into" his own autocratic influence on the school.

Teachers wear a new hat now; they are making decisions previously left to the principal. Before vouchers, teachers wanting to purchase additional materials would have to make their requests through the principal and wait for his response. Now teachers can purchase educational materials from their own budgets without the permission of the principal. The same is true for central services; if a teacher wants to use the services of psychologists or curriculum coordinators not provided by the district, that teacher may purchase those services elsewhere, or even use the funds for something else which the teacher considers more important for the children.

Although it is too early to draw firm conclusions about the success or failure of the Alum Rock voucher project's relative success, it is significant that they requested substantial expension of the project. Each faculty set its own criteria for entering the project, and all of them required a majority consent of 66 to 80% as a precondition for participation. After consulting with their communities, seven additional schools committed themselves to enter the project next year.

Thus, during the 1973-74 school year, 13 schools will be involved with the voucher concept in Alum Rock and there will be more than 40 options from which parents may select.

A recent statement by the Project's Acting Director, Paul Hutchinson, provides a realistic assessment to date:

"We have been encouraged by the spontaneous growth of the project and its enthusiastic reception by our parents, but we are avoiding jumping to premature conclusions. In as experiment as profound and far-reaching as this one, no responsible conclusions can be drawn in such a short period of time. We are counting instead on the thorough evaluation that is being performed, and believe it will provide us with the information to make a sound judgment on the merits of the voucher system after sufficient time has elapsed."

NEW USOE APPROACHES: SOME HAPPENINGS IN AMERICAN EDUCATION

DR. ALLEN SCHMIEDER
Chief of Operations Coordination
Deputy Commissioner for Development
United States Office of Education

As a basis for discussion about some of the major happenings in the Office of Education and in American education, I would like to (1) briefly describe some major problems and trends as seen by a few important educational leaders, (2) take advantage of the captive audience and introduce some of my own views of the years ahead, (3) outline some of the current priorities of the Division of Education, and (4) present one case study of a concept that I feel very strongly about.

Several Viewpoints on Education in the 70's. The summaries of these very important studies of educational reform are my own and intended only to present some of the highlights of each person or groups work.

(1) Lord James, *The James Report*. Department of Education and Science. Teacher Education and Training. A report by a committee of inquiry under the chairmanship of Lord James of Rusholme. London, England: H.M. Stationery Office, 1972.

- pre-service and student teaching only a foundation — most important training occurs after that foundation is completed.
- in-service education is generally poor and generally not related to teachers greatest needs.
- need to widen the education research base and bring in teachers.
- need to bring teachers in as full partners in teacher training program.
- advocates the teacher center as the focus for in-service education.
    - (a) encourages local variety
    - (b) mechanism for delivery of research results
    - (c) staff development centers
    - (d) exchange of ideas
- there is a great need for educators to understand the nature of change in the outside world — which is difficult because so much time is usually spent in the one room in one school.

(2) Charles Silberman, *Crisis in the Classroom*. New York: Random House, 1970.

- educators receptive to criticism — unexpectedly open.
- good models of education do exist, e.g., English infant school.
- practioners are light years ahead of the theoretists-researchers.
- American education as presently structured is not the best in the world.
- does not share the popular notion that educational technology is the primary solution to most educational problems.

(3) Edward Pomeroy, *Beyond the Upheaval*. Good Lecture Series. Washington, D.C. American Association of Colleges for Teacher Education, 1972.

- greater involvement with actual school situations will be a hallmark of organized teacher education programs of the future.

- increasingly in-service education will be based on school and teacher needs, rather then on arbitrary faculty decisions at collegiate institutions.
- the consortium approach to teacher education — involving schools, colleges, state departments of education, and communities — will characterize forward-looking programs.
- performance-based teacher education, sporadic and scattered as it is, has the potential for restructuring the education of teachers.
- gives high priority to the close examination of accreditation and states "nowhere is the complexity of the process of teacher preparation made as evident as it is in accreditation."
- emphasized the need to base teacher education programs on demonstrable evidence — calls for an expanded research base.

(4) Seventeen Classroom Teachers, *The Harper's Ferry Report*. Task Force '72 and the Classroom Teachers Look at Educational Reform, USOE, Washington, D.C. 1972.

- "training teachers for the world of today and tomorrow instead of continuing to teach teachers for the world that was" is the greatest problem.
- the teacher colleges are not preparing teachers to teach in the urban areas. The curriculum is not relevant to the everyday problems encountered by the teacher.
- both education and liberal arts professors give low priority to teacher education.
- higher education has undue influence over teacher education programs — and paradoxically are not held accountable for their "products."
- "teachers are not trained how to meet children's *individual* needs."
- "certification based on irrelevant criteria and 'training' in unreal situations."

(5) Allen Schmieder, *Task Force '72*. An Office of Education task force which studied some of the problems and needs of American education in the 1970's.

- a time of complexity in American education; a time when the forces and excitements working on educational leaders will be 'out of sight' — it will not be a time for the faint of heart.
- a time when educators will finally begin to come to grips with the fact that American society is not in revolution but in continuing evolution and the educational system needs to be redesigned accordingly — designed not to change from system A to system B, but to change a system that is built around change.
- a time of participation, of parity planning, implementation and evaluation; a time when everyone will be looking over the educator's shoulder; a time when education is finally "center stage" among national concerns.
- a time of accountability, of increasing interest in comprehensive, systemic planning and cost effectiveness — since the state of the art of evaluation is generally primitive and the climate for evaluation among educators is frigid, there should be some very interesting happenings in this area.
- an era of increasing attention to alternative approaches to schooling, especially those which expand the concept of the classroom.

- a time of schizophrenia in which experimental programming will be maximized and practitioners will become more and more influential in the system, while an increasingly stronger emphasis will be given to traditional educational research approaches.
- a time when educators will need to unify more than ever before and to build programs upon proven successes in order to obtain necessary social and economic support bases.
- a time which will see the major non-trend of the 70's, technology, continue — as we will go through the decade still wondering where to put in the plug, how to make the microphone work, how to project our transparencies or slides so people beyond the third row can see them, and wondering why someone didn't record those beautiful words of wisdom, the quality of which will probably never be heard again.
- the first estimate of the '80's predicts a time when there will be great conflict regarding the relative educational merits of the concepts of cooperation and competition.

Some Division of Education Priorities. (HEW Assistant Secretary for Education: Office of Education, National Institute of Education)

- Equalization of Education Opportunity
- Educational Research
- Career Education
- Special Education
- Early Childhood
- Right to Read
- More Effective Integration of Program Resources
- Development of Effective Delivery Systems for Proven Educational Products and Processes

Local-To-Local Delivery of Proven Products and Processes. It is probable that every classroom teacher — from pre-school through graduate school — does something better than every other classroom teacher; yet we are unable to take advantage of these successes because teachers at all levels simply do not have many opportunities to share ideas, problems, and solutions with one another. It is possible, therefore, that the greatest advances in education in the present decade could be gained through the finding of more effective means of linking the creativity, strength, and excitement of every classroom to every other classroom.

Just as the 1960's was generally a decade of innovation, it may be that the 1970's should be a decade of dissemination. To this end, there is already an increasing emphasis on developing better delivery systems for materials and approaches to be transferred from national, regional, and state levels into the classroom. There is still, however, very little effort directed at local-to-local transfer of proven products and processes. The problem of adapting the successful practice of others is made doubly difficult by the fact that little attention has been given to the problem of "transfer" during these recent years of widespread curriculum reform. It is an amazing paradox that millions of dollars have been spent on producing curriculum packages, with hardly a cent going toward the installation of the resulting new programs and materials. Consequently, problems of adaptation, especially for local-to-local transfer of products, will have to be explored from somewhere near ground zero.

More and better methods are needed for communicating successes from one teacher to another in the same school or college and throughout the local system. We need facilities where teachers can find the stimulation to develop conceptual packages that they might not otherwise have developed; where they can refine products that have proved successful for them over the years to the point where they can be used by other teachers; where those who are interested in the proven products of other teachers can learn about them, talk about them, test them, and finally, adapt them to their own classrooms. We need feedback systems of all kinds to relate the local-to-local process systematically to important questions of educational program developments; e.g., how should the best of local practices be incorporated into pre- and in-service staff development programs?

No matter the special forms the delivery system might take, it should remain one that focuses on the *real action*. It should be a system that accomodates to the moving, changing classroom — not one that creates new fixed establishments for dissemination and removes successful practitioners from the scene of action.

TITLE I, ESEA

DR. RICHARD FAIRLEY
Director, Division of Compensatory Education
United States Office of Education

The Bureau of Elementary and Secondary Education has as its mission the provision of stewardship and leadership in administering Federal programs and lending assistance to state education agencies as they develop those capabilities.

In summary, "stewardship," in relation to Title I, ESEA, means directing Title I funds and services to the right children. Federal stewardship involves the following:

- Allocation of grants to county levels
- Monitoring
    - State sub-county allocation procedures
    - Determination of eligible attendance areas
    - Needs assessments
    - Meeting student needs through program design
    - Concentration
    - Comparability
    - Parental Involvement
- Assurance of participation of:
    - Non-public school children
    - Institutionalized Children
    - Indians
    - Migrants
- Resolution of complaints and audits

"Leadership" involves directing Title I funds and services to productive projects. The Federal role must be to accomplish the following:

- Determine what kids need
- Identify what works best
- Develop models of exemplary projects
- Disseminate information
- Initiate research
- Coordinate other Federal resources
- Assist SEA's in providing technical assistance
- Serve as a catalyst for region and national forums

The Division of Compensatory Education, to tulfill its stewardship role, has developed a review strategy. Staff teams annually visit each State, reviewing such areas as: Sub-county allocation, selection of target areas, comparability, non-public schools, parental involvement, public information, program monitoring, organization, planning personnel, program evaluation, fiscal management and information utilization. Instruments have been developed by which the Federal Office may plot the progress of each State and identify those areas in which a State may require technical assistance.

Another branch within the Division provides systematic technical assistance through visits, conferences, workshops, handbooks and program support packages. The latter is a new concept, — the creation of packages of materials, including visuals, relevant publications, legislative and regulatory references, and outlines of the presentation. Other leadership activities have included a film, the development of a resource center, training of staffs, and the creation of a National Talent Pool.

Results of this stewardship and leadership thrust have included the improved concentration of funds in many States, the establishment of parent councils in over 13,000 local school districts the development of the Migrant Student Record Transfer System, and the implementation of "comparability," — the assurance that Title I student will receiver educational services from State and local funds at the same level of thier non-Title I counterparts before Title I may be applied. In addition, successful programs have been identified and disseminated.

Title I, ESEA expires June 30, 1973. The Administration has proposed the Better Schools Act which includes provision of funds to States for disadvantaged children.

THE FEDERAL GOVERNMENT AND HIGHER EDUCATION

DR. DONALD A. DEPPE
Bureau of Higher Education
U.S. Office of Education

There are many Federal agencies providing various kinds of aid to higher education. Among them are the agency for International Development, the Atomic

Energy Commission, the Departments of Agriculture, Commerce, HUD, Interior, Justice, Labor, Transportation, NASA, the National Endowments for the Arts and Humanities, the National Science Foundation, Peace Corps, the Veterans Administration and so forth.

My personal knowledge and experience is limited, however, to assistance provided through the Department of Health, Education, and Welfare's Office of Education. And that is what I will concentrate on today.

Actually, there is a long history of Federal aid to higher education, going back to the enactment of the First Morrill Act on July 2, 1862. This act provided for the establishment in each State of at least one college to provide instruction in areas of learning related to "agriculture and the mechanic arts." The goal was, I quote, "to promote the liberal and practical education of the industrial classes in the several pursuits and professions, in life." Thus, as a result of Federal initiative, we can identify the Nation's first move toward making higher education something other than an elitist province.

It is interesting to note that Congress had passed the Morrill Act of 1859, but President Buchanan vetoed it. He did so essentially on grounds that it was in violation of the traditional policy of the Federal Government which, to that time, had left educational matters primarily up to the States.

Fear that Federal assistance would lead to Federal intervention denied for nearly a century Governmental aid to education. Even the education legislation of the '50's and '60's carefully forbids interference by the Federal Government into the internal affairs of any school at any level.

Even today's ringing rhetoric about reform, renewal, and innovation in education must be heard in the context of the fact that the present Administration is convinced that States and localities should have an even greater say in how Federal dollars will be spent on the education of their citizens. On March 19, the Administration transmitted to the Congress the proposed Better Schools Act of 1973. While the Act speaks to elementary and secondary education rather than to higher education, *per se*, it is undoubtedly of interest to you here.

Education revenue sharing is of central concern to President Nixon who, in his 1973 State of the Union Message on Human Resources, declared, "Rather than stifling initiative by trying to direct everything from Washington, Federal efforts should encourage State and local governments to make those decisions and supply those services for which their closeness to the people best qualifies them."

He went on to say that "Our goal is to provide continued Federal financial support for our schools while expanding State and local control over basic education decisions."

The Better Schools Act reverses the trend toward categorical aid. The categorical approach dates back to 1917 and the Smith-Hughes Act, the first vocational education legislation. In 1958, the National Defense Education Act expanded the categorical pattern by creating programs in science, mathematics, and modern foreign languages which were designed to encourage more young people to take up fields of study considered vital to the national defense.

In subsequent years, a broader range of national education needs was identified and additional categorical programs were added: for the disadvantaged, for the handicapped, to train more teachers, to modernize vocational and technical education, and to provide more books, equipment, and technology.

The revenues shared with States under this draft bill would be available for five general purposes in the education field: education of the disadvantaged, education of the handicapped, vocational education, assistance for schools enrolling children who live on Federal property, and supportive materials and services.

The Governor of each State would be charged with the administration of the program under the Act unless State law provides that a specified single State agency will be in charge. The State agency responsible for the administration of the program would develop its own plan for distribution and expenditure of funds received, after giving interested persons an opportunity to comment.

The vocational education programs included in BSA do not encompass the occupational and adult education provisions that were written into the Education Amendments of 1972. But the Act repeals other laws pertaining to adult and vocational education. "Supportive services," one of the five purposes of BSA, covers adult education which formerly required submitting State plans for federal review and approval.

Under BSA, States can increase or decrease by 30 percent the amount they wish to put into vocational training. The amount spent on adult education is left strictly up to the States in that supportive services has no percentage limitations.

The Administration's Fiscal Year 1974 budget request for the Office of Education totals $5.1 billion. Of this amount, more than $1.8 billion is for the support of higher education. Student financial aid gets the lion's share, in keeping with the President's commitment to provide post-secondary education opportunity to all the Nation's youth who care to, and can, benefit from it.

Nearly a billion dollars in FY '74 has been requested for the massive new program of Basic Grants (Basic Educational Opportunity Grants) which was enacted into law with the Education Amendments of 1972.

With full funding, a student could receive under this program a cash payment of $1,400, less any expected family contribution. However, the grant cannot exceed one-half the actual cost of attendance at accredited colleges or other post-secondary institutions.

To qualify for a grant, a student must have a high school diploma or the equivalent, and most be enrolled or plan to enroll at least half-time in a public, private, or proprietary school, including colleges, universities, vocational schools, and technical institutes. Graduate students are not eligible.

It is estimated that the Administration's FY '73 supplemental appropriation request for this program ($622 million), which the Congress has been dealing with in recent days, would enable 1.5 million students in attendance at between 5,000 and 6,000 post-secondary institutions to receive Basic Grants in the academic year beginning next fall. The proposed FY'74 budget request of $959 million for use in FY 1975 would provide enough funds to increase the average grant from $400 to $600.

The FY '74 budget request also calls for continued funding of the College Work/Study program at the $250 million level. No funds were requested for Supplemental Education Opportunity Grants (formerly EOG) or National Direct Student Loans (formerly National *Defense* Student Loans). Although in the latter case $5 million was included to repay schools for their share of cancelled loans. Nevertheless, the $960 million request for Basic Grants alone amounts to nearly $450 million more than the combined allocations for NDSL and EOG that operated the programs during the present academic year.

And, while no new money was requested by the Administration for the NDSL program, approximately $180 million in NDSL funds still are available in revolving funds at higher education institutions across the country to make these loans. This is in addition to the Guaranteed Student Loan Program which, as of March 1 this year, provides for larger loans — a $2,500 maximum per academic year, up from $1,500. New regulations for the Guaranteed Student Loan Program also make it possible for many more students to be eligible for the Federal interest benefit.

The allocations for EOG, CWS, and NDSL for academic year 1972-73 totaled slightly less than $775 million. The Administration's FY '74 request for Basic Grants and CWS totals slightly more than $1.2 billion.

The '74 budget also proposed increased assistance to disadvantaged students. The TRIO Programs — Talent Search, Upward Bound, and Special Services for Disadvantaged Students — would receive $70.3 million, an increase of more than $14 million over FY'72. (The FY '73 supplemental request also proposed $70.3 million for these programs.)

For two major programs that provide assistance directly to institutions, the proposed budget and the supplemental requests provide substantial increases over the amounts available in FY '72. For example, funds requested for the Strengthening Developing Institutions Program (Title III, HEA) is nearly $100 million, increased from less than $52 million in FY '72. This program supports projects to create special curricula, upgrade faculties, improve administrative abilities, and expand student services at struggling two and four-year colleges. In other words, it helps colleges that historically have been the major educational outlet for disadvantaged and minority students reach a higher level of academic excellence.

The Cooperative Education program budget request marks a large increase, from $1.7 million FY '72 to $10.7 million. These enable colleges to create cooperative education programs for their students, involving alternate periods of study and work that is closely related to their academic majors.

In recent days, as you know, the Congress has dealt with these proposals in ways which differ from the Administration's views and priorities. Apparently a supplemental appropriation bill will emerge shortly which, if signed by the President, would provide only $122 million for Basic Educational Opportunity Grants, $210 million for Supplemental Educational Opportunity Grants, $270 million for College Work/Study, and $269 million for National Direct Student Loans. At this time it is difficult, if not impossible, to predict how these differences will be resolved in the near future and over the long-range period ahead. I am certain that you will be following developments closely and carefully.

In addition to the proposed establishment of the Basic Grants Program and the new rules liberalizing the Guaranteed Student Loan Program, the Education Amendments of 1972 created a number of other entities that are of particular interest.

For instance, the Student Loan Marketing Association, "Sallie Mae," is a part of P.L. 92-318. This is a government sponsored private corporation which is intended to be financed by private capital and which is designed to serve as a secondary market and warehousing facility for loans insured under the provisions of the Guaranteed Student Loan Program. It is hoped that this will provide a necessary source for lenders to sell their student loan portfolios or put them up as collateral. The Board of Directors for Sallie Mae has been named and it is expected that it will become operational within the next few months.

Also, through the authority of the Education Amendments of 1972, there has been established the Fund for the Improvement of Post-secondary Education. The purpose of the Fund is to help fullfill the national commitment to extend post-secondary educational opportunities. While other Federal programs have expanded opportunities for *access* to post-secondary study, the role of the Fund is to improve the effectiveness and *quality* of post-secondary education itself. It is a grant-making organization which cover the entire range of education beyond high school. It enables the non-Governmental sector to conceive and develop proposals for policy oriented and feasibility studies directly related to reform and innovation. It will consider proposals for new and unproven ideas and for proven ones as well. However, the fund for the Improvement of Post-secondary Education will not fund basic research.

Basic research is the function of the National Institute of Education, also established by the Education Amendments of 1972. NIE is not a part of the Office of Education, but a sister agency. Both are under the auspices of HEW's new Division of Education which is headed by the Assistant Secretary for Education.

NIE is charged with conducting a research and development effort to benefit the entire spectrum of education, including higher education.

Such Federal assistance to higher education institutions and their students has served, and will continue to serve, as a catalyst to bring about tremendous changes in the entire concept and practice of higher education.

To make our point, let's indulge in a bit of hindsight. In the first third of this century, colleges and universities were comfortably commited to doing academic business in traditional ways. There was little demand from students for change. Much of what students were asked to learn had little if any real relationship to the marketplace, or to the genuine needs and interests of the students and the society in which they lived. Students ordinarily ranged in age from 18 to 21 or 22 years; they were, for the most part, from upper or upper middle incomes; their backgrounds were more alike than not. They were a complacent captive audience working sometimes half-heartedly at earning a credential prized more by parents than themselves.

Then came the big-shocker — the GI Bill after World War II, which probably had a more profound impact on higher education than any single piece of Federal legislation before or since. It brought to the Nation's campuses a completely new breed of students. They were older, experienced, from all walks of life. A large percent probably had never entertained the thought of further education, especially since the country had been in the throes of depression just prior to the war and of necessity people were more concerned with eating than with education. For a variety of reasons, then, the student clientele was a more serious and highly motivated one which, while creating enlarged needs for housing, academic facilities, and faculties, also created demands for change in methodologies, institutional practices and policies, and programs. In insisting upon quality education consistent with their well-defined career interests, these students ushered in a golden age of teaching and learning.

The changes the GI Bill caused in higher education were further accelerated with the passage of the Higher Education Act of 1965. This new initiative also served to enhance the opportunities of disadvantaged students for a crack at the good life through higher education. We are also eager to aid Vietnam-era veterans, many of whom come from educationally deprived backgrounds, to take advantage of student assistance programs and thus contribute to the movement toward excellence.

As evidenced by the higher education budget request, aiding students in their quest for higher education is of highest priority to the Administration. This creates a further challenge to the higher education community.

The challenge includes the establishment of curricula to meet the mind-dazzling number of new careers that have been brought about through burgeoning technology. Certainly this does not imply that new degrees be developed to cover the gamut of required new learning. Indeed, the emphasis on degrees or credentials often serves to devalue the currency of education. More effort must be devoted to the provision of continuing education opportunities which will serve the needs of an adult population forced to cope with social, personal, and career changes.

The challenge implies a commitment on the part of post-secondary institutions to meet the needs of new constituencies by providing them with broad educational offerings that take into account the very real world of work as well as the life of the mind which serves to enrich life outside of work.

In the final analysis, Federal aid to post-secondary education institutions and students has implicit in it a challenge to all of us in the higher education community and in government at all levels. The challenge is one of meeting national priorities while at the same time enriching local community life and serving the real interests and needs of individual students at all ages and stages of life. In my estimation, this difficult challenge will foster a fine working partnership between higher education, the Federal Government, local government, and the teachers whose role in all of this is central and indispensible.

I am confident that this will continue to be so since all partners are working toward the same objectives — excellence in education and an enlightened

EDUCATIONAL TECHNOLOGY PROGRAMS

DR. ROBERT T. FILEP
Associate Commissioner and Director
National Center for Educational Technology
(From a memorandum of June 3, 1973)

This memorandum is designed to provide more information about emerging patterns effecting *educational technology* activities in the U.S. Office of Education and in the recently created National Institute for Education.

The proposed budgets for Fiscal Year 1974 beginning on July 1, 1973 will find an overall 25% increase in dollars specifically requested for educational technology. This level of increase, coming in a period of static levels for many programs, is indeed significant. Some programs which plan to support technology activities are listed in a brief summary enclosed with this memorandum.

During the year, the Center (which was legally established in August of 1972) has undertaken a number of new initiatives. We have guided the development of television projects under the Emergency School Aid Act, and have influenced an overall concern in utilizing educational technology, particularly television, more effectively for minority groups, isolated populations, and desegregation challenges. In addition, we have undertaken to:

- begin a productivity endeavor to explore the potential of employing educational technology for increasing the quality and quantity of cognitive and affective outputs of elementary, secondary and higher education.
- re-define and where appropriate, phase out projects which either provided limited potential for new information or insights, or are of limited benefit to significant numbers of learners;
- start a major initiative to (1) analyze existing open-university endeavors to examine their potential for adaptation in an American context, and (2) broaden the concept's scope to include open learning systems that reach learners at age levels from pre-school through life-long learning;
- continue and redefine a series of activities exploring how new educational technologies, such as satellites and cable television, can be employed in improving education;
- undertake an extensive examination of the Educational Broadcasting Facilities Program regarding its relationships to the entire field of educational broadcasting and telecommunications; and
- explore a range of activities pertaining to the use of educational technology in school simulation, planning, and the systematic application of such technology in the development of new communities.

As part of our on-going mission, the staff has also carried out the many responsibilities involved in funding 78 awards under the Educational Broadcasting Facilities Program, overseen the highly successful *Sesame Street* and *The Electric Company* projects, and carried out the educational technology portion of Title III of the Elementary and Secondary Act which was established to illustrate how local districts can strengthen their instructional programs through innovative uses of educational technology.

The Center's staff has communicated both the "sacred and profane" dimensions of educational technology at numerous professional and lay meetings, and via formal needs assessment meetings with representatives of many prominent organizations interested in educational technology. The Center has also provided informal technical assistance, at various levels, to over 150 school districts, universities, and other similar institutions. The dialogues have been "two-way", and have provided a better understanding of the needs of these involved with educational technology. We have tried to emphasize imputs of a professional nature as contrasted to political concerns in the formulation of our policy and programs. We have also participated, both as government representatives and educational technology professionals, in activities regarding international understanding.

During the past year these activities have been undertaken by a highly dedicated staff who have had to carry sizeable workloads because of our limited staff resources and inability to fill any vacant professional positions resulting from the overall HEW limitation on hiring. It is anticipated that during FY 1974, there will be an opportunity to fill some of these professional positions. We continue to appreciate your thoughtfulness in recommending highly qualified personnel at all levels and areas of specialty within the educational technology field.

Last fall, following the establishment of the National Institute for Education, the Office of Management and Budget indicated that certain developmental programs, currently housed in the U.S. Office of Education, should be transferred to the NIE to take advantage of the funding flexibility of the NIE legislation, and to minimize overlap and duplication of programs with OE. The Technology Demonstration Projects which require comprehensive support for hardware, coursewear, software, training and utilization elements have been designated as one of the components to be transferred. The NIE legislation should indeed provide more flexibility for designing and funding these innovative, multi-faceted projects.

Consequently, beginning on July 8, 1973, two major educational technology components will be lodged in "the house of education": (1) an Office or Bureau of Educational Technology in the U.S. Office of Education and (2) a Task Force on Educational Technology and Productivity in the NIE. Personnel will remain, temporarily, in their current physical locations.

The Office of Education Technology (OE) component will continue to administer the Educational Broadcasting Facilities Program; *Sesame Street* and *The Electric Company* (which are now viewed as established, ongoing instructional services); the non-developmental, non-experimental aspects of the Emergency School Aid Act television grants; and the monitoring of all Title III-ESEA technology projects, including training and support of educational facilities activities.

The NIE component will be the "home" for the majority of the technology demonstration projects that pertain to satellites, open-learning systems, cable television, productivity, ESAA-TV experimental/developmental projects, and major new initiatives in research, planning and evaluation of technology activities.

As would be the case of any new enterprise of this nature, there is unfinished business including a continuing concern for enactment of educational technology legislation, or establishing other appropriate vehicles. Such legislation would assist the 17,000 school districts and the 2,000 institutions of higher education to take advantage of the benefits of viable, cost beneficial educational technology programs or models which will be identified via the research and development process. Included in any such consideration would also be programs for highly specialized and targeted training for all school personnel, provisions for obtaining the necessary resources (equipment and courseware) needed to implement cost-beneficial systems, and methods whereby regional groups can plan together to amortize components of expensive educational technology systems currently in existence. There is a continuing need for "hard data" pertaining to the impact and outcomes of training programs, inventories of what really does exist in every classroom in the Nation in the way of audio-visual equipment, particularly (1) television sets, video tape recorders, etc., and how they are being used; and (2) what has really worked in educational technology, not in terms of "how many," but in terms of achievement, attitude, and economics.

THE TEACHER CORPS

DR. JAMES STEFFENSEN
Chief, Program Development Branch
Teacher Corps/USOE

Teacher Corps in 1973. (Section by Dr. Louise R. White, Director of the Teacher Corps.)

Teacher Corps is an exciting nationwide effort to give children from low-income areas a better education by improving the methods by which teachers are trained and the manner in which they use their preparation. It is also an ambitious attempt to systematically combine theory, research, and practice in an on-going, operational, field-based situation.

This program brings teams of bright and enthusiastic college graduates or undergraduates and experienced teachers into low-income schools working together as corpsmembers. After two years of intensive training, which includes involvement in school, community and university activities, these participants emerge with skills which qualify them to do a more effective job in the classroom. Teacher Corps promotes innovations as well as revisions applicable to recruitment and selection procedures as these ideas relate to the concept of Competency-Based Teacher Education objectives.

In 1965, Congress enacted the Education Professions Development Act as a major effort to improve the preparation of school personnel. Through the amendment process Teacher Corps became a part of that Act. Since that time, the Office of Education has been vigorously searching for methods and strategies through which the various programs for the preparation of teachers — new and experienced — could be improved.

Four years ago — as one response to this search — the Office of Education — through Teacher Corps — carefully examined and then accepted a commitment to Competency-Based Teacher Education as a major strategy for affecting change in the ways in which colleges, universities and school systems prepare and utilize their teaching staffs.

Today, in 1973, our commitment for Competency-Based Education remains firm. Each Teacher Corps project across the Nation is now in the process of selecting another group of project activities for support next year. Each of these programs will be selected upon the basis of the individual institution's suggested plan for the development and implementation of CBTE on its campus.

Many institutions — colleges and schools — will find the introduction of a CBTE program uncomfortable. Perhaps the greatest discomfort comes from our concern — and a concern of CBTE — that responsibility for teacher education programs be shared with the schools, the teachers, the community, and the students. We have found this to be not only desirable but feasible. It is also difficult — but the rewards are worth the effort.

Currently, we are gathering increasing evidence that those Teacher Corps projects which are moving most rapidly and most thoroughly into CBTE are indeed meeting society's demands for accountability, for equal opportunities, for shared responsibility, for humanism and individualization in the education of children in this Nation.

Now in our seventh year, we have had projects in 47 States, trained nearly 10,000 interns and provided thousands of students and parents and teachers an opportunity to participate in the formulation of school programs. We are currently serving children at approximately 152 school systems, 37 States, in the inner-city ghettos, in correctional institutions, in the barrios of the Southwest and in the hills of Appalachia. The projection for 1974 indicates that these numbers will increase substantially.

In each instance, we strive to provide programs which will bring flexibility to the educational system which will permit the self-examination of different forms of governance. Teacher Corps has been particularly supportive of those institutions — universities and schools — which demonstrably exhibit their concern for the child, the parent and the community.

Teacher Corps is pleased with the opportunity to provide information for this newsletter of the Multi-State Consortium. The articles we have selected for this bulletin are an array which present a picture of various types of projects and program thrusts. Teacher Corps Washington will be pleased to provide the readers with additional program information and other activities which are a part of the program throughout the Nation.

The Teacher Corps and National Support for Competency-Based Teacher Education. (Section by Dr. James Steffensen and Ms. Bambi Olmsted.)

The graduate of a teacher training institution has traditionally been conceived of as a liberally-educated general practitioner who should be able to use a large number of approaches to achieve a great number of school objectives and aims with a great variety of children. Given such a broad conception of the teacher, it is understandable that certification became the granting of a very general license for educational practice. The existing elementary license permits a teacher to teach almost any kind of child several subject matters in rural, urban, or suburban schools. Secondary licenses are somewhat more subject-specific, but otherwise unrestricted.

The movement to review this concept and to create a systematic, competency-based licensing and training procedure resulted from three changes in program orientation. First was the desire to build licensing and training systems around specific competencies teachers needed to function effectively in schools.

Second was the need to orient teacher licenses and training around the realities of education — to provide the competencies needed by "teachers in the real world."

Third was the desire to involve teachers, community representatives, and educational experts broadly in the determination of the goals and procedures.

The Office of Education responded to these three changes when they were articulated by the teacher education community in several ways. The labs and centers provided support to the rigorous development of materials and technology. Specific programs funded by EPDA, such as TTT, attacked the problems of institutional change. And the then Bureau of Research initiated the now commonly referred to Elementary Models Project, whose complex, sophisticiated, and voluminous specifications produced the first systematic behavioral models ever generated in American education.

In 1969, in an exemplary effort at inter-bureau cooperation, Teacher Corps provided funds, sanction, and leadership to the CBTE movement by endorsing the themes in the Models as the direction which Teacher Corps would pursue nationally and in each of its operational sites.

By committing itself to this direction, the leadership of Teacher Corps also committed itself to providing assistance, materials, and personnel at the project level.

The National Teacher Corps office in 1970 initiated technical assistance efforts towards training and program development in local projects. Drawing principally on the institutions which had developed the original models, five Technical Assistance Project (TAP) began serving Teacher Corps projects on a regional basis. They engaged in a massive training effort to help local projects move toward CBTE. As a result Teacher Corps projects developed competency-based experimental components, added Program Development Specialists to their staffs, and trained team leaders and other personnel in the schools to utilize competency-based procedures. Through Teacher Corps projects an impressive number of grassroots trainers and teachers have become involved in an exciting and pioneering program planning and development endeavor.

Teacher Corps support for development of CBTE has continued to grow. With each local project the Program Development Specialist has contributed to both CBTE development and to dissemination beyond Teacher Corps. Considerable training and dissemination has been supported through regional workshops and national conferences dealing with CBTE. A current example of national dissemination is the Teacher Corps support of the AACTE Regional Invitational Conference series highlighted in the January issue of *PBTE*.

Teacher Corps has continued to actively support the themes of systematic program development through the National Consortium of Competency-Based Teacher Education Developers. In addition to providing technical assistance to Teacher Corps projects, the elementary models directors in this consortium have carried out considerable CBTE product development which is available to teacher educators. Instructional module development and dissemination has been supported through Robert Houston and Wil Weber at the University of Houston, through Vere De Vault and Jack Kean at the University of Wisconsin and through Charles Johnson at the University of Georgia. Del Schalock at Teaching Research in Oregon is developing assessment procedures for CBTE.

In the area of cultural pluralism Teacher Corps is supporting Manuel Reyes Mazon's work at the Institute for Cultural Pluralism at the University of New Mexico. The Teacher Corps Associates program is a response to the need for professional development in a culturally pluralistic society and is concerned with defining teaching competencies that address themselves to that reality.

Teacher Corps and Cooperative Research funds have together supported the Southern Consortium, a group of ten predominantly Black colleges, to assist their CBTE efforts and at the same time to provide technical assistance to ongoing Teacher Corps projects.

Stemming from a central concern for change across educational institutions, Teacher Corps has encouraged its project to develop Portal Schools. Currently about 50% of all Teacher Corps projects are utilizing this strategy to carry out a field-based, competency-oriented program for both pre-service and in-service teachers and at the same time to pilot innovative school programs for broader adoption by the school district. The Portal School strategy embodies Teacher Corps' concern for cooperative responsibility on the parts of all constituencies who are related to the processes of education — schools, universities, communities and professional organizations.

In support of Portal School development, Teacher Corps works with the Council of Great City Schools in providing assistance to interested projects. Norm Dodl of Florida State University and Gilbert Shearron of University of Georgia have been particularly instrumental in developing Portal Schools as components of CBTE. Rod Hilsinger and Betty Schantz at Temple University, and Tom Romberg at the Wisconsin R and D Center have been concerned with concentrating instructional resources, providing bases for cooperative relationships and initiating innovative school programs in Portal Schools development.

Until July 1, of 1972, Teacher Corps was administratively housed in the same Office of Education unit with the National Center for Improvement of Educational Systems. At the same time that Teacher Corps was supporting the installation of CBTE systems in its operational projects, NCIES was aggressively and imaginatively engaged in creating a national network of state and local education agencies, universities and colleges, the various educational organizations, the R & D community, and the communities in which the schools exist. This network has been developed and led by Allen Schmieder and has been in the forefront of providing solid dissemination procedures for the analysis, use and application of a competency-based orientation to teacher education, and indeed to education itself. NCIE's support of pilot teacher centers, of a national dialogue of the CBTE movement, and of the original Model's effort has been done with the closest cooperation with Teacher Corps, and has paralleled and supported our efforts in a systematic development program.

Through its local projects and through special program development projects Teacher Corps continues to be an active supporter and implementer of competency-based teacher education programs. . . .

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USOE's PARENT EDUCATION PROJECT

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Goals of the Education for Parenthood Program. In the fall of 1972, HEW's Office of Education and Office of Child Development launched a joint nationwide program to help improve the competence of teenagers as prospective parents.

The program, called Education for Parenthood, seeks to increase adolescents' awareness of the social, emotional, educational and health needs of children, and the role of parents in fostering a child's development.

Education for Parenthood aims to supplement, rather than replace, any parenthood training young people receive at home, and to strengthen the family as the most important influence on a child's life.

In its first phase, during 1973, Education for Parenthood is expected to reach some 500,000 teenage boys and girls. By September 1973, it is anticipated that 500 local school districts will either initiate parenthood education programs or modify existing programs. Large-scale dissemination of program materials will follow during the 1973-74 school year.

Why a Parenthood Education Program? In many cases, teenagers are not well prepared to meet the problems encountered in rearing children today. At home, young people prepare for parenthood by observing their own parents, but often the experience gained at home does not provide them with the understanding they need to become effective parents. At school, teenage boys and girls prepare for careers and other roles in life, but few receive any preparation for their most difficult and rewarding role — that of being a parent.

Here are just a few of the national statistics supporting the need for parenthood education programs for teenagers: Approximately 210,000 girls aged 17 and under gave birth in this country in 1971. One out of every ten girls becomes a mother by age 17, and 16 percent of these young mothers have two children. The national divorce rate for those married in their teens is 3 to 4 times higher than that of any other age group.

To meet the needs of teenagers and their families, the Office of Education and the Office of Child Development have developed the Education for Parenthood program. Education for Parenthood is designed to help schools and voluntary organizations set up programs to teach adolescents about child development, to give them experience working with young children, to answer their questions about children and parenthood, and to prepare them for possible careers in work with children.

Organization of the Education for Parenthood Program. There are three major projects within the Education for Parenthood program: (1) development and dissemination of a new curriculum for secondary school students, called "Exploring Childhood"; (2) a survey and report on other parenthood education curriculums and materials now being used in schools; and (3) grants to several national voluntary youth-serving organizations to promote parenthood education programs among young people in communities throughout the nation.

Development of a Curriculum on "Exploring Childhood." The Office of Child Development has awarded a grant of $570,000 to the Education Development Center, Cambridge, Mass., to develop a comprehensive course on child development for students in grades 7 through 12. This "Exploring Childhood" course combines classroom instruction and practical experience working with young children at day care centers, Head-Start centers, nursery schools or kindergartens. The course, under development for two years, will be field-tested during the 1972-73 school year in seven public schools and community centers. The materials will be available for testing by 200 additional public schools in the fall of 1973. The field-testing phase will include an evaluation of the program and a report on its findings.

"Exploring Childhood" will be a one-year elective course for teenage boys and girls — adaptable to the needs of adolescents of varied cultural backgrounds. Students will spend part of their time in the classroom, learning about child development, the needs of children, and family relationships through especially prepared workbooks, films, and audio-cassettes. Then they will go to child care centers to work actively with young children under the supervision of their own teacher and a preschool teacher. Parents of students and of the young children will be involved in the program.

Along with special materials for students, the course will include comprehensive teacher guides, suggested plans and materials for teacher training, and a manual for school administrators interested in setting up "Exploring Childhood" in their districts. This manual will contain suggestions on organizing class and field activities, arranging transportation, and possible sources of funding.

Survey of Other Parenthood Education Programs. Because no single parenthood education course will fit every situation and needs vary from community to community and state to state, the Office of Education and the Office of Child Development are also providing information about other approaches that schools can use in developing their own programs. The two Federal agencies have made a survey of parenthood education curriculums and program materials now being used by schools across the country. A report will be published describing a number of these programs, and a second booklet will include suggestions for planning an Education for Parenthood course. These bookets and additional illustrative materials will be available early in 1973 for use by school systems wishing to initiate parenthood education programs or improve existing programs during the coming school year.

Programs by National Voluntary Organizations. In addition to the program for schools, the Office of Child Development is awarding grants totaling $500,000 to several national voluntary youth-serving organizations. These organizations and their affiliates will promote parenthood education programs among young people and build local community support. They will also mount a variety of demonstration parenthood education programs for teenage boys and girls on a national or regional basis. It is estimated that more than 500,000 teenagers will participate in these projects during 1973.

For More Information. School systems, universities, and educational organizations should write to W. Stanley Kruger, Education for Parenthood Project, Office of Education, Room 2181, 400 Maryland Avenue, S.W., Washington, D.C. 20202. Non-educational organizations and the general public should write to Sidney Rosendorf, Division of Public Education, Office of Child Development, Post Office Box 1182, Washington, D.C. 20013.

SUBMITTED PAPERS

APATHY AND DEMOCRACY IN AMERICA'S SCHOOLS

by SYDNEY SPIEGEL
President, Cheyenne Federation of Teachers, AFT Local 366

American schools are trying to do two contradictory things: train students for American citizenship in a democratic society and train students for their roles as employees in industrial and commercial firms run on authoritarian basis.

One teacher may say, "What? You thought the test was unfair? Well, let's hear your complaint. If it's justified, I'll certainly try to work out some adjustment for this test and, perhaps, some modification of future tests." This teacher is trying to rule with the "consent of the governed." She is trying to operate in a democratic style.

Another teacher may say, "What? You thought the test was unfair? Well, that's just too bad. You're going to learn when you get out of here that you're going to have to accept a lot of things in life which you will think are unfair." This teacher is trying to prepare her students for service under the authoritarian rule of an employer.

Now President Nixon says the schools should not receive increased funding because our graduates cannot read too well. His administration has omitted much of the former federal aid to education in the 1973 federal budget. The cuts have been justified by administration spokesmen on the grounds that the steady increase in the amounts of money given to the schools over the years has not produced any significant decline in the indices of educational failure: high dropout rates, increasing vandalism, and *functional illiteracy of high school graduates.*

These administration spokesmen are able to capitalize on the mounting evidence of malaise in the schools gathered by such critics as Silberman, Kozol, Holt, etc. But whereas these critics generally attack authoritarianism in the schools and counsel more democracy as a cure, the administration would compound school problems with its counsel of more authoritarianism — and less money.

It is educational folly to deprive schools of funds at this time. Classes are overcrowded. We need more teachers. We need more books, more films, more records. We need overhead projectors, filmstrip projectors, movie projectors. We need record players and cassette players. We need more magazine subscriptions. We need more educational games. We need free breakfasts for hungry kids. We need more gymnastic equipment, chemistry equipment, and up-to-date machinery for the machine shops. We are not teaching in the little red schoolhouse anymore. This is the jet age, the television age, the age in which, as McLuhan suggested, we are getting to be more oriented toward a film on a screen than toward the printed page. To provide a mere $75 annual film budget for a history department in a large modern high school, as we did in my school this year, is a blow at effective education in a television age.

There is no debate among teachers, at any rate, about the continued need for money for education.

But there is debate among us on the question of which philosophy should prevail in the schools and classrooms: democracy or authoritarianism.

This essay addresses itself to that question.

We teachers should not be defensive about functional illiteracy or any other evidence of educational inefficiency.

Any social enterprise where the majority of participants are performing at either average or below-average levels, as our students do, can stand improvement.

Furthermore, this student majority, which is not experiencing the elation of successful academic achievement, will hardly remember their school days with much pleasure. As adult citizens they will be the ones who vote down bond issues and register little complaint when teachers come under presidential attack as inefficient money-wasters.

There is, indeed, something wrong in the schools. A high school senior whose interpretation of the pledge to the flag is "I apogo of alengec to the flage indevabel under God" is expressing an alienation so deep, a rejection of school so profound, that self-criticism by his teachers is urgent and imperative.

What's going on?

The same thing that goes on in thousands of classrooms all over the country every day. The teacher gives the students the information which they are "supposed" to learn, and in this coercive situation (active teacher and passive students), many of the students make only a half-hearted effort at learning and some make no effort at all.

Then see the indignant teacher reading the wrong answers on the tests: "But I *told* them about that! Five times! And they *still* got it wrong! They just won't listen! Just look at *this* stupid answer! And just look at *that* one! Those damn little idiots just refuse to learn!" The teacher then develops a contempt for the intelligence of these "dumb" students which cannot be concealed very well. And sometimes no attempt is made to do so.

But the functionally illiterate high school senior quoted above, and millions of others like him, are not dumb, not retarded. These students are often personable, cheerful, athletic — and, yes, intelligent.

But what do we do? Blame the student himself for his failure ("I taught the lesson; if he didn't get it, it's his hard luck"), blame the home, blame the slums, blame the student's allegedly inferior race, and then hire public relations experts to tell the public what a fine job the teachers are doing.

What, then, is the answer?

The Silbermans and the Friedenbergs are right. We do need more democracy in the schools. Silberman's study particularly, condemning our high schools for being "grim and joyless," is a monumental work. The research was subsidized by a $300,000 Carnegie Foundation grant and is thorough and detailed. It cannot be ignored.

Now Nixon is also right in assuming that money alone will not raise the reading levels. But Agnew's call for more authoritarianism in the schools is certainly not the answer either. More authoritarianism will just give us more illiteracy. (Agnew: "I would think restoration of discipline and order ought to be a first priority — even ahead of curriculum — in the schools of this country.")

Who ever convinced us that we ought to operate authoritarian schools in a democratic society? How in the world did we ever expect to train students for democracy in classrooms run on principles of tyranny? Why haven't we understood that students, imbued with the ideals of democracy from childhood on, would rebel against a school government operating without the consent of the governed?

And why have we left it up to Kurt Waldheim, the Secretary-General of the United Nations, an Austrian, to call for greater student participation in the determination of school policies? Why have we left the defense of students' constitutional rights in the schools up to the Civil Liberties Union? Why did we leave it up to George McGovern to call for research into the reasons for so many students' "death at an early age" (the title of Kozol's book)? Where are the insistent demands of the teachers for democratization of the schools?

Human beings have been engaged in teaching each other things since the origin of our species. Most of this time it was done without compulsion. The rod, as Phillipe Ariés points out so well in his *Centuries of Childhood,* was introduced into education along with those twin curses of civilization — monarchy and slavery. The Calvinists then continued to rely on the rod after the overthrow of the kings because they abolished monarchy in the palace only to reintroduce it into the home, the workshop, and the school.

If tribal societies had been content with educational techniques which produced large numbers of functional illiterates of their brand of literacy — that is, animal habits, plant characteristics, etc. — the human race would have perished. Tribal children had to become absolute masters of the subjects they were learning. C's and D's were not good enough for Indian buffalo hunters. Tribal education was efficient education. And how did they do it? Casually, informally, and through play activity.

Rigid and compulsive systems of training are inefficient because they violate man's natural desire for freedom. There are exceptions to this contention. Trainees can work eagerly for a disciplinarian like Cromwell, for example. That is, trainees can work well under a rigid system of training when there is deep agreement between leaders and followers on the social goals to be achieved. Both Cromwell and his soldiers were united in their hatred of the king's tyranny. At such times, followers willingly deny themselves freedom.

But when a gap exists between leaders and followers, then imposition of a system of rigid discipline becomes an intolerable infringement on the freedom of the followers, and it plunges the followers into apathy or rebellion.

This gap exists if the teachers are paid but the students are not; if the faculty has segregated rest rooms and dining rooms; if the staff has the privilege of free movement through the halls but the students do not. In short, if the teachers have power while the students are powerless, then discipline is not practiced eagerly and willingly by the students. In such a case, it can only be imposed upon them. Equalitarian armies, whose leaders and followers share common goals, enjoy *voluntary* discipline — and it is the equalitarian armies which usually win the wars. That's why the free Greeks beat the slavish Persians at the Battle of Marathon.

Authoritarians always make the same mistake. They equate democracy with chaos and tyranny with efficiency. That's why Cornwallis was so certain that he could beat the loose and rather disorganized American militia. But he soon found that a free people were superior to his "disciplined" martinets and mercenaries.

Democracy is necessary in American schools not only because it is our duty as American teachers to convey to students our great democratic traditions, but also because it is the most efficient method of carrying on, not only education, but any social enterprise.

Democracy is not chaos. Democracy has never been based on the idea of rejection of all commanders. It is simply rule with the consent of the governed. And what does this famous phrase imply? It implies that commanders must heed feedback from followers and must permit followers to have a voice in the conduct of the enterprise. Rear-echelon generals who refuse to heed feedback from front-line troops are bound to lose their battles.

Democracy demands that a commander explain his plans and policies to his troops instead of merely ordering "Forward march!" and expecting blind obedience. Democracy demands that commanders achieve rank and file support by persuasion rather than raw compulsion, and it always demands that commanders modify their plans on the basis of rank and file criticism. Successful commanders, such as Caesar, Joan of Arc, Francis Marion, or Garibaldi, fraternized with their common soliders, shared their hardships, and used persuasion to convince the troops to face difficult obstacles.

I was watching a teaching colleague of mine at the ditto machine. I asked, "Where did you get the colored paper?"

"Bought it," he replied.

"What's the matter?" I persisted. "Isn't the free white paper which the school provides good enough for you?"

"Well," he said, "I'm starting a new literature program, and *I wanted to sell it to the kids on an emotional level*."

Now that's the style of a democratic commander.

A tyrannical teacher would say, "I am now assigning three novels for you to read. At the end of the quarter you will be tested over this material, and if you get a low grade it will be recorded on your records and will affect you the rest of your life."

Two different styles: one stresses friendship, compassion, and persuasion; the other stresses fear, threats, and compulsion.

Imposed discipline, privilege for the commanders, contempt for the followers — what does all this produce? It doesn't matter whether the tyranny is exercised by a king or a high school principal, a slavemaster or a general, a prison warden or a factory foreman: the results are always the same among the followers — alienation, sullenness, apathy, sabotage, desertion, and mutiny.

To achieve eager student cooperation in the enterprise of learning, all we have to do is to be true to our original American traditions and the original American insights — that is, that human beings have a natural right to liberty, and that if their rulers deprive them of their liberty, they will be attracted to the idea of rebellion.

It seems to me that we teach our dogs and horses with greater love, compassion, and respect than we do our students. For we know that if you tie a dog to a post and beat it with a stick, you will not be able to teach that frightened and frustrated animal anything. Yet we rigidly confine our students to a limited space, beat them with paddles if they disobey, and then expect to see their minds unfold with wonder at the beauty of Euclid's theorems or Shakespeare's sonnets.

John Holt says that it is the schools themselves which make students stupid and kill their curiosity.

But it is not only schools which make their powerless elements seem stupid. All power structures stupefy and attack the intelligence of the powerless. Power is always rationalized on the basis that those with the power are more intelligent.

Hence we assumed that kings were wise but peasants were dumb; colonisers were cultured but the colonized were crude; masters were intelligent but salves were retarded; men were capable but women were childish. And so on and so forth. And some of the powerless would always buy the argument and play out their assigned roles as imbeciles, clowns, or brutes.

And, of course, since resistance to the assigned role was punished, stupidity was often used as a shield for protection against repression and ridicule directed at those who would shed an assigned inferior status: "Look," we say with a derisive laugh, "there's a nigger who thinks he's a philosopher; there's a dumb broad trying to run for mayor; there's a student trying to act as if he knows as much as the teacher." The special irony is, of course, that students' intelligence is being attacked in an institution which is supposed to develop their intelligence. To avoid ridicule the student learns to act dumb and not say anything.

It takes responsibility and power, energy and determination to develop one's potentialities. Powerless people will be passive people — and will, therefore, appear to be stupid. Malcolm X said that as a product of American schooling he could barely write a decent English sentence. Only when he assumed charge of his own education in prison, driven by his determination to play a role in Black liberation, did he develop his abilities as a forceful publicist and a debater with world history at his fingertips. His initial educational project — which he set for himself — was to copy the entire dictionary.

It is this principle too which governs the fact that we teachers have learned much more about our subjects by teaching them than we ever learned as passive college students imbibing knowledge from our supposedly superior professors.

We should learn Frantz Fanon's great lesson about education: the Algerian Arabs would not use penicillin, visit hospitals, or listen to the radio as long as those elements of modernity were handed to them patronizingly by their French masters. But when they achieved independence from France, they eagerly accepted modern technology and medicine.

Transferred to the schools, this lesson implies that students need more freedom to pursue their own learning without the heavy guiding hand of "superior" authorities over them *constantly* — guiding, correcting, chastising and admonishing. It implies that we should not use knowledge as a stick with which to attack a student:

"All right, John, what did I say? Weren't listening were you? Sally, do you know the answer? Why not? Couldn't you tear yourself away from the television and study your lesson?"

Is this teaching?

Or is it merely an exercise in power, a parallel to the age-old contest between the frustrated master and the sullen slave?

How do we know how much of what we teach is important and necessary?

Isn't it possible to modify the teacher's conception of the importance of a topic in the curriculum with the student's conception?

For centuries the European nobility exalted the use of Latin and despised "vulgar" languages such as Italian — until Dante wrote the Divine Comedy in "vulgar" Italian. That settled that. Are we repeating the error by insisting that "it was we" is the only proper way to talk? What are we going to say about the new and vibrant Black poetry which has emerged from our urban ghettoes, a poetry which defiantly flaunts its own grammar — as in Sonia Sanchez' "We a bad people"?

A monopoly of knowledge about special forms of language has often been a device for class rule: yesterday it was Latin, Chinese ideograms, or Egyptian hieroglyphics. Today it's the ability to say "she does" instead of "she do"; "he said" instead of "he goes"; and "give me those books" instead of "gimme them books." A special form of language is used in the schools to convince a majority of the students that they're "not ok."

If students had more power, we might modify our courses more to meet their needs and desires — and we might just find that by doing so we will be avoiding the stagnation and obsolescence of our curriculum. We might then have to start teaching literature with science fiction or Jonathan Seagull rather than Wordsworth, but what's wrong with that? Every age puts its own twist on the inherited culture and too much of the dead past forced into the curriculum kills student interest. Do we want Wordsworth or literacy?

Personally, I've always been a fanatic about the importance of the study of world history. I still am. So I would rant and rave about it and bludgeon my reluctant students into studying it. ("What do you mean you don't like world history? What makes you think you're educated enough to know what's important?") Finally, at my school, as in so many others in the United States, we retreated under student pressure, removed the compulsory status of world history in the curriculum and instituted a program of social studies electives. Now I'm teaching the history of women. And now, happily, the students are learning those aspects of world history which they consider important from an angle which they find congenial. And they're learning a lot more world history now than when I was trying to cram every king in the world down their throats.

As a young teacher I heeded those who tried to teach me that I should establish my authority in the classroom. "Let 'em know who's boss," they advised, "or else they'll climb all over you. Enter the classroom in September and don't smile till Christmas." It's taken me twenty years to learn the importance of democracy. I envy the younger teachers who know instinctively what I had to learn so painfully over so many years.

How do our successful teachers generally operate?

They close the classroom door on those grim and orderly halls and proceed to make education pleasurable. Their students draw pictures, sing songs, shout their recitation in joyful unison, work educational puzzles, make collages. They may work their textbook lessons to the accompaniment of Three Dog Night or Cat Stevens. They're surprised and elated to see that the teacher has submitted their poem or essay to the school newspaper for publication.

The successful teachers learn to know the children — and their families — intimately. I'm talking about friendship, not paternalism. They socialize with students: eat with them, dance with them, ski with them, join their basketball games. They visit students at their homes. They study the culture of youth and relate their teaching to it.

They try to jar their students out of passivity and try to motivate them to learn on their own. Like Confucius, they ''lift a corner of the blanket'' to give the students a glimpse of the treasures hidden underneath, but they encourage the students to seek and find that treasure by and for themselves.

The successful teacher tries to break through the authority barrier. She fraternizes with students and shares their weal and woe, their joy and pleasure. She is not offended if students use her first name. She often discards restrictive middle-class dress in favor of casual youthful-style dress.

This all does not mean that a successful teacher doesn't ever lead. She does. And when she does, the children are delighted, because her leadership is colorful and exciting — full of ''rockets and cannon blasts'' as Margaret Fuller put it: Margaret Fuller — a great teacher and a towering American mind.

Good lessons, however, with a high motivational quality, take a lot of time to prepare — and often take a lot of equipment: special books, felt pens, scissors, glue, paper, tools, motors, microscopes. Skits which I use in my history classes take at least two days for intensive research and another two days to write. All this for a lesson which lasts an hour.

In other words, good lessons require time and money. If we spent money on the schools like we do on the space program, we'd have some lively education.

Teachers have been working hard at getting money. Now we have to start working for time.

A three-day school week might seem utopian, but if dreams are based on vital needs, the utopias of today may become the realities of tomorrow.

European schools let their students out at one o'clock. It's not a bad idea. Our conscientious pupils who leave school at 3 pm and then spend more time at home or in the library doing their homework are not getting enough fresh air, sunshine, and exercise. No wonder they have pimples. Another idea might be to have a three-day school week.

We all seem to agree these days that students need a closer acquaintance with the world of work outside the school. While they're at their jobs in the afternoons or on long weekends, teachers could be in their classrooms preparing sparkling lessons of high motivation.

Isn't it absurd that college professors have a ten-hour week in the classroom but high school teachers have a twenty-five hour week? The professors are preparing *lectures*, but we're trying to prepare lively productions like the Cher show — and trying to put on such a show *every day*. A three-day school week or a shorter school day should be a high-priority reform.

Meanwhile, as successful and conscientious teachers are driven to showmanship in a desperate effort to counter the anti-educational effects of compulsion, stagnation, and authoritarianism in the schools, the employers are becoming increasingly alarmed. ''What kind of workers are they sending us?'' they demand. ''They have poor work attitudes. They complain that the job is too boring. It's because of the schools! They're horsing around with fun and games when they should be teaching kids how to work!''

Administrators can respond to this pressure because they don't teach. A few administrators, of course, who are sensitive to the problems of learning, will stress the educational principle of reward and pleasure for the right response. They will stress joy, vitality, creativity, energy, and democracy in the classroom. They will encourage fraternization across class barriers.

But most administrators will continue to stress order and obedience. If authoritarianism doesn't seem to stop the disorder, the answer is simple, they say: hire more administrators.

The teachers are in the middle — subject to pressure from students for interesting lessons and subject to pressure from administrators to keep down the noise and exuberance.

This kind of conflict drives even the most dedicated teachers to drink, suicide, or surrender. Charlotte Forten was a northern Black intellectual who went South during the Civil War to respond to the freed slaves' hunger for learning. But she confided to her diary that she often found the students inattentive, boisterous, and unmanageable.

Well, maybe the sun was shining outside, and the kids wanted to go out and play. And, of course, we can't have that. Too much relaxation. Too much permissiveness. Too much flexibility. What kind of workers would they make? We must adhere rigidly to the prescribed schedule — which we set up without the consent of the governed. For otherwise? Anarchy! And everyone knows that without rigid discipline, there will be no learning.

The truth is that rigid discipline destroys learning as much or more than anarchy does.

I am now a middle-aged man. But I have less trouble with discipline than I did as a young dictatorial teacher.

In the first place, I am, as I said, teaching electives. The kids choose the course. That's half the battle won. Secondly, I try to design my lessons so that I am "lifting a corner of the blanket," so that students will be motivated to discover a few things for themselves.

Today, for example, the morning of the day I am writing these lines, I gave the students a chapter of the witch-hunters' handbook of the 15th century, Malleus Malifecarum, the chapter where the authors prove that women are more apt to become witches than men, because women tend to be frivolous, false, carnally insatiable, etc. I asked the students to make a list of these traits, then get into small groups and decide which of those attitudes toward women still exist today. I remarked, "Thousands of women were tortured and burned at the stake because of these prejudices. Do they still exist? Do women still suffer from them?"

A simple little lesson. But it was motivation enough. I could have left the room and gone to the lounge for a cup of coffee, fully confident that the students, including the "delinquents" among them, would be busy and happy with the work and that the furniture would not be destroyed or the windows broken.

How is it possible to create such lessons every day? I'll tell you how I did it. I sent my family away to my in-laws for a year. Nobody, including teachers' organizations, seems to fully understand a teacher's need for preparation time. What the teachers' organizations are stressing these days is giving teachers more police power, more expulsion power, more classroom power — power, power,

power — power which kills curiosity and creativity!

Punishment is, of course, occasionally necessary in American schools. But suspending an average of two students every day, suspending students five days for smoking, three days for fighting, ten days for truancy, etc., is counterproductive. Educational psychology teaches us that a mild rebuke is much more effective than a harsh one, because the mild rebuke often causes the student to internalize the correct behavior.

But I don't wish to scold teachers for being disciplinarians — nor do I wish to scold administrators or employers for being disciplinarians.

We have all inherited these attitudes from centuries of oppressive civilizations, with kings at the top and slaves at the bottom. The schools and temples all through history have been charged with the task of teaching princes to be proud and people to be humble. Slaves are made, not born.

The American Revolution struck a blow at monarchy. The Civil War struck a blow at slavery. We established in this land those glorious principles of social life without which humanity cannot even begin to pursue happiness: democracy and republicanism.

But long after obsolete institutions are destroyed, the cultural attitudes which accompanied them live on. And how ironic it is that the traditions of monarchy and slavery still persist so strongly precisely in the one institution which should be charged with teaching their perniciousness — the school.

Democracy is based on a great truth — that there are no natural slaves, no superior races, that every individual, from whatever class or ethnic group he may come, has great potentialities.

If democracy were a lie, then monarchy and slavery would still exist and America would still be an exploited British colony. The vitality of democracy is proven by all its victories over the armies of kings and slavedrivers.

The falseness of the autocratic principle — the principle that elites exist which should be rewarded for their superiority by power and privilege — is proven by the failure of one aristocracy after another in history, by all the crowns of the world rolling in the dust, by the Germans' rejection of Nazism and the Americans' rejection of racism.

All we have to do to revitalize America's schools is to sweep out the historical leftovers of aristocracy still rotting and stinking there, and purify our schools with the fresh air of America's magnificent principles of equal rights and the consent of the governed.

This cure for our educational ills implies more student power. And it implies confidence that our students will use that power wisely — not for vandalism, assaults on teachers, or anti-intellectualism. Those reactions result from what we have now.

What student power implies is that students must participate in the governing of the school in order for education to be effective. It implies that we will have faith that the free exchange of ideas among equals will produce the happiest results. It implies that we should not attempt to create a new nobility out of those with college degrees and a new caste of low untouchables out of those without them.

In other words, student power implies that America's educators will renew their faith that America was founded on true principles, and that democracy is not a fairy tale told by cynics and hypocrites.

EARLY CHILDHOOD EDUCATION

by MS. CHERYL WHITE
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Many forces determine how a child will grow, change, and interact with his society. In prior years, our public schools have focused their attention on how the child learned and interacted within the school community. This confined outlook is no longer possible. If we are to be really effective in shaping these formative years, we must take steps of intervention to make changes within the school community and to reach beyond.

The initial intervention is that prior to entry into school a health and learning profile must be made of each child. It should include the following: 1) a sophisticated eye examination by a pediatric ophthalmologist, who understands child development as it relates to eye focusing and vision; 2) a complete medical exam, including a glucose tolerance test, a urinalysis to determine blood sugar level, and an EEG;[1] 3) a learning disability screening test; 4) a psychological evaluation; and 5) parent survey indicating food and sleep habits, fears, etc. When results are diagnosed, treatment must be determined according to all available resources. At present, many times we are confined to using only those resources within the school community. Many times this is not enough.

To illustrate this point, I will focus attention on the hyperactive child and the drug controversy. Presently, hyperactive children are described by many terms: minimal brain damage, hyperkinetic, and more.[2] The factor that remains constant is their explosive behavior and the problems which arise due to their implusiveness and aggression. The only treatment up until now within the school community has been the indiscriminate use of tranquilizers and dexadrine related drugs.

Betty Levenson, a clinical psychologist of Rockville, Maryland, has been alarmed for some time about the indiscriminate use of amphetamine drugs for hyperactive children. Her research emphasized the following conclusions:

(1) Following a congressional hearing, it was found that the use of amphetamine for hyperactive children was a broad scale practice across the nation.

(2) There is a paucity of information on the side effects and long-range effects of such use.

(3) The evidence concludes that amphetamine use only masks the hyperactive condition, and in no way cures or arrives at the cause of the problem.

(4) That amphetamines can be prescribed by medical doctors without urine analysis, EEG, blood sugar tests, or psychological exams. The verbal description of the hyperactive behavior by parents and teachers is a primary source of prescription.

(5) Children who are emotionally disturbed may also evidence charactistic hyperactive behavior, and under amphetamines their behavior deteriorates further.

(6) Hyperactivity attributed to an immaturity of the nervous system decreases on its own as the child approaches pre-adolescence, and at such a point the amphetamines can have the reverse affect as we see it in adult use in our own drug culture.

(7) Finally, there is no mandatory systematized follow up by doctor after the drugs are prescribed. Sufficient dosage: point at which parents and teacher can tolerate child's behavior.[3]

In contrast, the Institute for Child Behavior Research, the New York Institute for Child Development, and the Yale University Department of Genetic Research are among a few pioneering careful controlled research and treatment of hyperactive, schizophrenic, autistic, and learning disabled children through the use of megavitamin or orthomolecular therapy.[4] The megavitamin therapy has come about from an emphasis on how nutrition or the lack of nutrition affects body and brain metabolism. Dr. Cott and his associates have explained that, for reasons undetermined as yet certain, children burn up exorbitant quantities of vitamins and minerals, more than the body can supply even through proper diet. These vitamins and trace minerals are essential for brain metabolism, and if insufficient, affect the central processes of the brain. By introducing massive doses of certain vitamins — niacin, ascorbic acid, pyridoxine, and calcium panthenate — the following changes in behavior were observed: decreased hyperactivity and improvement in concentration and attention span, which led to improved capacities for learning.[5] Also, children became more willing to cooperate, more able to relate to peers and family. There are troubled children entering school who desperately need the results of this outside research. Therefore, if we are truly concerned about improving child health and the ability to learn, we must reach beyond the school community when necessary to provide treatment and answers to our problems.

The second intervention that is necessary is in the area of curriculum. We must educate children to be able to adapt to a constantly changing society. A basic axiom accepted by mental health workers and futurists alike is that what attributes to the cause for many people to become mentally ill is a disfunction between what they think the world will be like as children, and what they find it really is as adults.[6] Weingarter also believes that the reason we can't solve any of our ecological problems is that we have not been trained to be adaptive or to solve problems through our public school system.[7] Young children can learn to solve problems when given every day classroom situations to solve. Developing problem solving ability and skill increases with practice and direction. What will the society of the 21st Century be faced with? One thing is certain; it will have problems.

The third intervention is a need for integration both of race and of age. Dr. Chester Pierce, Professor of Psychiatry, speaks of the effects of racial segregation.[8] He believes it creates a psychological xenophobia (fear of strangers); any homogenous group thinks that others may try to destroy it or take away its prerogatives or exert power over it. Xenophobia makes one group believe it alone has all the necessary and correct answers. Young children hold no preconceived ideas regarding racial and ethnic groups. Young children living and growing with all their neighbors will not develop racially biased preconceived ideas.

Urie Bronfenbrenner has compared Russian and American child rearing practices and relates the concept that our society is characterized by a segregation of age due to the fact that parents do not spend as much time with their children as they used to.[9] The result is that our society emerges as one that gives decreasing prominance to the family as a socializing agent. The peer group has become the primary socializing agent. The question of how peer oriented children got that way shows that in an analysis of data on children's perceptions of their parents, peers, and themselves led to the conclusion that the peer-oriented youngster was more influenced by the lack of attention and concern at home than by the attractiveness of the peer group.[10] Bronfenbrenner further believes that if the institutions of our society continue to remove parents, other adults, and older youth from active participation in the lives of children and if the resulting vacuum is filled by his age segregated peer group, we can anticipate the increased alienation, indifference, antagonism, and violence on the part of our younger generation.[11] Transmission of values cannot take place without the active participation of the older generation.

Using high school adolescents, parent volunteers, retired grandmothers and grandfathers, and the people of our community in our curriculum and school based projects will help change this trend. They are a much needed segment of our community. In every neighborhood school and recreational facility, youthful paraprofessionals could serve as "ombudsmen" responding to any indication that a child is troubled and needs help and advice.[12] Nurturing the new generation is now a responsibility of the whole community.

Finally, overcrowding in the home and school needs intervention. The need to work toward legislation for urban renewal and adequate day care facilities is reflected in Dr. Pierce's statement of one of the effects of overcrowding at home.[13] Children probably experience chronic sleep deprivation and resultant changes in their biology, which can be as detrimental as malnutrition.

Overcrowding in the calssroom is most critical in the development of the young child. Young children do not have the neurological development to handle a great deal of interaction, and due to the immaturity of their nervous system, are easily overstimulated resulting in aggressive acting out behavior. The degree to which this can be evidenced is in direct proportion to the number of children in a class. The following class size recommendations should be observed as conducive to good mental health:

2 year olds	5 — 10 children
3 year olds	10 — 15 children
4 year olds	15 — 20 children
5 year olds	20 — 25 children

The interventions discussed are a beginning in establishing guidelines for early childhood education. Only with an awareness of the need to expand the focus of the school to the community and beyond can the necessary resources be brought to bear to successfully educate our young children.

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9. Bronfenbrenner, Urie; *Two Worlds of Childhood, U.S. and U.S.S.R.;* p. 98.
10. *Ibid,* p.101.
11. *Ibid,* p. 117.
12. Bloomberg, Warner; "A City for Children: The Year 2000," *Childhood Education;* p. 173.
13. Pierce, Chester; "Becoming Planetary Citizens: A Quest for Meaning," *Childhood Education;* p. 60.

CURRICULUM IN WOMEN'S STUDIES

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Opposition to Women's Studies. The ideological opposition to women's studies by women concerns the approach or methods used in teaching women's courses. The two major groups in opposition are the scholars vs. the radicals, with both assuming that one excepts the other. Radicals believe that personal revelation, or testimony about the problems of being a woman in this society, should form the core of such curriculum. The scholars support women's studies, but in a less radical manner. Women's studies, they believe, should be academic and scholarly oriented — and that the intrusion and even concentration on personal revelation in courses taught by radicalized women has no place in academic departments. The philosophy then, of women's studies may become a stumbling block in setting up a curriculum. Opposition from curriculum committees within the academic structure is usually based on the fear that the radical approach will denigrate the reputation of the department, therefore, it becomes extremely difficult to get women's studies accepted through the usual channels. The essential distrust of academically qualified by women in the lower ranks and of women who are still working for degrees and who are also relatively little published, is another stumbling block. Women who do not have all the academic qualifications that universities demand of scholars tend to denigrate women who have made it. These women tend to be the most radical in trying to radicalize course content. They tend to spurn materials written by women in the upper echelon of academia and to reject her motives as examples of power seeking, or even profiteering from the sale of her publications. Who shall be the coordinator of programs in women's studies — is an acute problem. Women are afraid of other women seeking prestige at the expense of the women's movement and using it to buck for full professor or a deanship. While women's coalitions or unions generally rotate coordinators and do their best to prevent the corruption that comes with absolute power, the position of coordinator, or even chairperson of women's studies, in an academic institution is usually an appointed post and therefore subject to patronage. Funding is another major problem. Academic departments are afraid that if they fund women's studies it will be at the cost of other disciplinary offerings. In other words, women are not usually considered a subject of legitimate academic concern. Foundation money is not necessarily a satisfactory answer either. The San Diego program is an example. There the women believed that the Women's Studies Program should meet the needs of non-academic women in the community, so the concept of a women's center was agreed upon. Since the College of Arts and Letters could not fund the center, they applied for a grant from The San Diego State College Foundation, the president of which was also a vice-president of SDSC. The coordinator's salary was paid from grant money. Inevitably the loyalty question arose and when the administration's ideas about the program conflicted with the women's; the coordinator said her loyalty was to the foundation. In essence the foundation support interfered with the self-determination aspect of the Women's Program. The Women's Studies Board then rejected affiliation with the projected center and voted to develop one dependent on the support and control by university and community women. It is generally conceded that for a program in women's studies to succeed, a method of independent financing is needed. Women's Studies must have equal status in order to survive.

The support for women's studies must come from organized pressure groups. Women students have to organize and demand that courses on women be added to the curriculum. In addition, pressure groups of faculty, students, and female staff members have to follow up such demands with even stronger voices. Community support can be sought from various women's groups in the women's movement whose needs would also be served by such a program.

In developing a curriculum, many people still wonder just what constitutes women's studies. By the end of this last year, over 100 colleges and universities had at least one women's course to offer. Many high schools also had instituted courses on women. Brookline High School, Massachusetts offered a course in Feminist Literature. Kaukaura High School, Wisconsin, offered a course on Women in History. The Extension Services at the University of Wisconsin offered a course called Feminism and the Family over their Educational network. Other examples of courses are Women in Chinese Literature, Images of Women in British and American Literature, Women in Dramatic Literature, or Women in Economic and Demographic Perspective. The academic responsiblity of women's studies has made tremendous headway. The graduate program of Goddard College, for instance, offers a Master of Arts in Women's Studies. Chico State College is the fourth college in California to offer a minor in women's studies. Sarah Lawrence offers an M.A. in Women's History. Substantial programs are in effect at colleges like Cornell, Northwestern, San Diego State, American University, University of Bridgeport, University of Pennsylvania and Brown University.

Research in development of curriculum in women's studies should be an integral part of a total program. The exchange, productivity, and distribution of materials is badly needed. Some suggestions as to where to go and who is doing what are as follows: *American Women and American Studies* contains materials for revision of existing courses in American literature, history, and sociology as well as for setting up new ones. It is by Betty E. Chmaj of the American Studies Department at Wayne State and may be ordered from KNOW, Inc. P.O. Box 101997, Pittsburgh, Pennsylvania 15232; Elizabeth Cless, Director of Special Academic Programs, Claremont University Center, California; research on how to teach about women's roles at all academic levels, C-12, College, and adult education by Task Force on Women's Rights and Responsibilities of NCFR (Rose Somerville, El Cajon, Calif.); the Modern Language Association published a guide to current female studies which may be ordered from KNOW; a resource center to provide technical assistance and resources to teachers, schools and school systems interested in working to eliminate sex sterotyping is being created by The National Foundation for Improvement of Education, 1507 M. St., N.W., Washington, D.C.; under the terms of a Ford Foundation grant, the Feminist Press will be responsible for assisting in the development of curriculum materials, particularly for K-6, and high school: the address is Box 334, Old Westbury, New York 11568.

The Politics of Women's Studies. The political aspect of women's studies revolves around the question of radicalization. Hard core activists insist that women's courses are not fulfilling their function if they do not awaken women to the grim realities of our social system and to the reasons for their status as second class citizens. For many activities, the capitalistic structure of American society is directly responsible. How much awareness, how much radicalization is necessary, and where an earnest reappraisal of our economic and political system will lead are inevitable questions and problems. Politics is an inherent aspect of the women's movement. It would be foolish to assume that it does not belong or exist on the campus in a women's studies program. Academic politics are easier to understand. Regular women faculty can change the content of existing course or even institute new ones under existing procedures, and in the guise of scholarly adaptations of existing courses. The real question is one of subversion — the attempt to change the system through the radicalization of women.

Problems in teaching women's studies. The curriculum for women's studies must remain relatively flexible in relation to traditional departmentalized courses. Since many women's courses are geared to the need of the student population and because the problems of that population are constantly changing, one can assume that revision of existing syllabi is necessary every six months. Also, adapting the material to the classroom is something else again. The distribution of males vs. females in the class, distribution of age, various goals, various personal problems, et cetera, make it almost impossible to prepare for class before the term starts. What to do for outside women in the community who may be in your class? What to do about admitting male students? There have been reports of male discomfort in such courses and charges of non-cooperation by women students when it comes to working on joint projects. Lesbians tend to be openly hostile to men in the class. Men seem to reject personal revelations and want to stick to completely "intellectual" activities. The diverse composition of the student body can be a disruptive factor in trying to teach a class in women's studies and every now and then a class falls apart at the seams because of it and gives rise to an opposition who questions the legitimacy of women's courses.

Beginning a Program in Women's Studies. The beginnings of a program in women's studies usually manifest themselves in changing the content of existing courses, such as making sex a unit in a course and instituting weekly afternoon lecture series and film programs. These units tend to expand and when enough interest has been generated, student demand supports the presentation of new courses by faculty. Getting them approved by the appropriate college committees is the most difficult, as has already been mentioned. Pressure groups from within the institution and without as well can help focus attention on the need for women's studies. An outside organization that can help is the collective bargaining agent, like the AFT. If women faculty have achieved a substantial place for themselves within the union, women's studies can be part and parcel of contractual demands. In addition the union can call conferences, hold open hearings, and generally call attention to the need for women's studies. A collective bargaining agent is only as strong as its membership. Women must hold office, chair standing committees, and serve as spokeswomen for women. A collective bargaining agent has the leverage that a women's union does not have; therefore, it is to the advantage of women faculty and their students to achieve a strong voice in their union.

The Total Program. In contrast to other academic programs, the philosophy of a women's studies program is more comprehensive. It includes the need for a research center to develop and distribute curriculum materials and to investigate teaching methods. A publication center is desirable. An active recruitment program for women faculty is essential to the survival of a program. A child care center for faculty and students is essential to recruiting both female faculty and female students. A community center to enable female students and women from the community to mingle and share experiences can truly fulfill the institution's stated commitment to serve the community in which it resides on tax free property. The community center can provide cultural activities for students and the community alike. Poetry readings by women poets, art exhibits by women artists, concerts by female musicians can contribute to a new kind of awareness.

Strategy for survival. How permanent is a women's studies program? Will the need disappear with the progressive liberation of women? What is the rationale for its continued existence? These questions represent the insecurity attached to the issue of curriculum in women's studies. The academic squeeze refunds will always question its legitimacy. Because there is a certificate now, or an M.A. now doesn't mean it's forever. Programs can be dropped as easily as they are instituted. In order to survive, women faculty must promote interest in interdisciplinary studies in the women's studies program in order to reach departments in which women's studies do not deserve more than one course or two. No academic department should be left untouched. Team teaching is another strategy, particularly in recruiting male faculty — if you wish to recruit male faculty. Consciousness raising sessions should be held regularly, in class, by the faculty, by the students, by the collective bargaining agent. Most of all, research in women's studies should be encouraged by both women and men. Examples of some scholarly research by academic women are Sister Ruth Ewens' (University of Minnesota) dissertation on *The Nun in American Literature and Life*, or Carol Louise Hansen's (Arizona State University) *Women as Individual in Renaissance Drama*, or Thomas N. Garland's (Case Western Reserve U.) dissertation on

Husbands of Professional Women: The Forgotten Man. There is a definite need for the male role to be studied in relation to the liberation of women. It is important for us to know how males see and experience their roles.

In developing a viable and legitimate curriculum in women's studies and at the same time minimizing the opposition, several themes need to be studied. There is a definite need for the male role to be studied. Up to now, this aspect has been ignored. A search for identity for both males and females could be the ultimate result in a developed women's studies curriculum. The issue of male teachers raises its ugly head. Can a male teacher understand the female experience? Should a women's studies program be legitimatized in graduate schools for an M.A. degree? How about a Ph.D minor? How much does a women's studies program owe outside liberation groups? What is the connection? How much influence should outside groups have on the program? How can women's studies be supported by collective bargaining agents? What is the agent's legal or moral limitations here? And, lastly, how much innovation is desirable? What is academically justifiable and what is merely innovative?

CLASSROOM DISCIPLINE AND STUDENT RIGHTS

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The *1972* AFT-QuEST Consortium in considering the area of discipline focused on three major concepts:

1. Teachers consistently list classroom discipline as the number one obstacle to effective teaching;

2. Existing research on the subject is insufficient and too often of little value in helping teachers to deal with the problem in a practical way;

3. Teachers should continue to utilize the collective bargaining process to help themselves and their students in this area;

At the same time, the discussion attempted to view the problem of discipline both in terms of prevention as well as more effective handling of current situations.

The following "left-over" issues from the 1972 AFT-QuEST Consortium should not be ignored:

1. The discipline problem has become magnified particularly in the larger systems as seen in truancy, absenteeism, drug use, physical attack on teachers, and the call for police protection in the schools. What are the antecedents of these consequences? What can be done at the classroom level, in the building, in the neighborhood and in the community?
2. What types of applied research should be carried on to assist the teacher and principal in preventing and handling problems of discipline?
3. What kinds of negotiations including students, teachers, and school boards would be productive in the prevention and the control of minor and serious disciplinary problems. Implicit is the question, "How does a student negotiate?" or "Who negotiates for the students?"

Discipline: Definitions and Issues. Discipline is a word of many meanings. One can ask: "Don't you believe in discipline?" — meaning, don't you believe in *punishment*? Or the question may be raised: "Is there discipline on this floor?" — meaning *order* and *control*. Still another question may be asked: "How do you maintain discipline?" — meaning what *methods* or *techniques* do you employ in maintaining order and control.

Use of corporal punishment is being ruled out in most states. Positive reinforcement is being substituted in many classrooms. But just how to relate certain disapproved antecedents with certain consequences in helping child growth and development still remains a major topic of discussion in the teachers' room.

Basically the prevalence of disorder reflects either poor interpersonal relationships, inadequate materials and methods, or the intrusion of inimical home-neighborhood-gang influences. In this sense, discipline may be regarded as a strong non-verbal signal that something is radically wrong between teacher and student in the transaction called "curriculum". It is doubtful that any "tricks of the trade" can solve the teacher's problems of law and order; rather, more effective working relationships in the classroom will come out of the use of more effective teaching materials and methods rather than out of rule and regulation or harsh mechanisms of external control and restraint.

This does not deny the need for clearly specified rules and regulations. How these should be framed, by whom, and how they should be enforced represent crucial issues. For the school to omit or overlook youth themselves in these processes is to court defeat and disaster.

Student Grievances and Student Rights. In a recent study of 15 New York State High Schools *(High Schools in Crisis,* Guskin, *et al,* 1971), the investigators report four major areas of student grievances: enforcement of unjust rules, poor treatment of students by teachers, low quality of education, and a sense of powerlessness in school. Students complain loudly of impulsive and discriminating application of rigid rules that deny them their basic rights as people.

Recent Case Law decisions are setting local standards and procedures for working with students; how best to carry out these standards and procedures in local schools and jurisdictions represents a complex problem and merits careful consideration of this conference. The following recent Court decisions may be reviewed with respect to school practices and for implications for the negotiation process.

Dixon v. Alabama State Board of Education, 294 F 2nd (5th Circ. 1961). In major disciplinary cases students are entitled to at least a hearing and notice of the charges or action against them.

Gault 387 US 1 (1967). Reaffirms the basic validity of a separate Court forum for juveniles accused of delinquent behavior and extends to the juveniles certain consitutional protections. Enumerates the following rights: due process as a procedural regularity and fair treatment including adequate notice of charges, advice of counsel, the right to confront and cross-examine the witnesses, and the privilege against self-incrimination.

Tinker v. Des Moines Independent School District, 393 US 503 (1969). Provides protection for students in the areas of activity covered by the First Amendment to the Constitution: speech, press and assembly.

Breen v. Kahl (7th Circ. 1969) US Supreme Court of Appeals for the Seventh Circuit: "The right to wear one's hair at any length or in any desired manner is an ingredient of personal freedom protected by the United States Constitution."

Antonelli v. Hammond (D. Massachusetts, 1970) Editorial independence for student publications was affirmed; ruled that the state may not require prior review of student newspapers by a faculty "advisory board" at state supported colleges.

Ordway v. Hargraves 39 L.W. 2551 (1971) District Court ruled that a Massachusetts Board of Education cannot ban pregnant unmarried high school students from attending normal class schedules, absent a showing of valid educational or health reasons.

Emergence of the "emancipated minor." Current state legislation in granting various rights and privileges to 18 year-olds in such areas as voting, drinking and , more recently, reaching down to the age of 16 under the wide and legally vague spectrum of the "emancipated minor" concept, have tended to compound the problems that emerge from the legal realities based on fictional assumptions of competency or incompetency at designated age levels whether 21, 18, or 16. However, the trend is downward to the school age child and weakens the "in loco parentis" concept.

Schools must work out of the following maze, as exemplified in one state (Massachusetts). Youth can vote at 18; drink alcoholic beverages at 18; marry at 18; play Beano at 18; sell magazines and newspapers at 12; enter a boxing ring at 16; buy insurance at 18; contract for repairs at 18; donate blood at 18; enter a skating rink at 12; enter a dance hall at 15; write himself in or out of a mental hospital at 16; and work as a volunteer in a hospital at 14. The zig-zag between age and legal rights may represent legal realities and yet have little basis in assumed competencies or incompetencies.

Judging from these cases and trends, law regarding students' rights favor the student and will ultimately bring the student on par with teacher and principal in accordance with the basic principle set down by the U.S. Supreme Court decision in the Gault case cited earlier: "Neither the Fourtheenth Amendment nor the Bill of Rights is for adults alone." School attendance should never demand any ransom of student rights — even when schooling is compulsory.

THE *WHAT*, *WHO*, AND *HOW* OF TEACHER EVALUATION

by DR. DONALD MUSELLA
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The *what* of teacher evaluation is the criteria against which a teacher is evaluated. Some of the criteria used in many school settings usually include one or more of the following major areas of responsibility: (1) techniques of instruction, (2) subject competency, (3) planning and preparation, (4) classroom control, (5) teacher-pupil relationships, (6) classroom management, (7) contribution to total school effort, (8) professional growth, (9) curriculum development, (10) teacher-staff relationships, and (11) teacher-parent relationships.

Research results have provided little to "clear the air" on criteria selection.

In the final analysis, all teacher evaluation must rely on considerable and varying amounts of subjectivity (value-loaded).

Recommendation: Since criteria selection and the evaluation of teaching are based on subjective judgments of persons engaged in this activity, and since the evaluation of teachers should be based on criteria and objectives that have a high degree of "fit" with the objectives of the school and the needs of the students, it is recommended that teachers be involved fully in the development of objectives for the school and for his/her specific training situation and in the development of criteria which serve as the basis for the evaluation of teaching. Teachers should be involved in the development of objectives at four levels — school, department, classroom (teaching area), and individual student levels. Teachers should be involved in the development of criteria at two levels — school (generalizable to all teachers) and individual teacher (specific to the functions and responsibilities of each teacher).

The *who* of teacher evaluation is the evaluator. Several models have been tried: self-evaluation, peer evaluation, student evaluation, superordinate evaluation (principal, department chairman, superintendent), and external evaluation (educators from another school and/or district). Research has failed to provide substantial data related to the validity or reliability of evaluators or to the "best" model.

Recommendation: Since the most appropriate model is one that makes use of persons who know the specific situation and the persons involved (students and teachers) and who are most familiar with the objectives of the school and classroom and the criteria of evaluation, it is recommended that the evaluator(s) be the person(s) most closely superordinate to the teacher (department chairman, and/or vice-principal, and/or principal) in combination with a program of self-evaluation.

The *how* of teacher evaluation is the method or procedure for conducting the evaluation. Several procedures employing various forms of data collection have been tried: classroom observation (announced-unannounced, structured-nonstructured), pre-observation evaluator-evaluatee conference (structured-nonstructured), post-evaluation evaluator-evaluatee conference (structured-nonstructured); and no classroom observation (conference-nonconference). Since there is no research to support the use of one form or another, the decision must be based on the logic of the situation.

Recommendation: Since the purpose of the evaluation of teachers is to improve instruction and to develop data for decision-making related to promotion, transfer, retention, dismissal, and since due process must include substantial teacher input into the process, it is recommended that the teachers be fully involved in the development of procedures for conducting the evaluation of staff in their specific setting. This involvement should include input into the selection of the evaluator (by category) and the format of the data collection procedures (e.g., structured-nonstructured; if structured, the elements of the structure). In addition, consideration should be given to those procedures which focus on the improvement of instruction rather than those meeting organizational and administrative needs.

Final Comments. Accountability must be shared among all parties; hence, teacher evaluation is but one aspect of the total evaluation program. Since all parties have the same basic objective — to provide the best educational program for all the students in the system — each must assume responsibility for a substantial part of the accountability. The Board of Education must be accountable for providing the resources which allow the teachers to do the job and for providing in-service support for improving staff effectiveness; the administrators must be accountable for providing the support and services which allow teachers to develop the most effective programs; the teachers must be accountable for conducting a program which meets the needs of the students and the objectives of the school and school district; and the students (parents) must be accountable for pursuing activities leading to "learning."

Within this broad framework of accountability, the program of teacher evaluation becomes but one part of the total thrust of the school system to improve education. Teacher evaluation in this context should be threat-free because it is acceptable to teachers as part of the diagnosis of in-service needs necessary to improving education programs. However, the effectiveness of the teacher evaluation program is dependent upon the effectiveness of the other areas of responsibility and accountability. Teachers cannot, and should not, be expected to do it alone.

THE NEED FOR CAREER EDUCATION

by Dr. ROBERT M. WORTHINGTON
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This audience* represents an impressive cross-section of the Nation's top leadership — in *education, business and industry, commerce, labor, community organizations,* and *equal opportunity.* Each of you is a recognized leader in your field. That's why you were invited to participate in this conference, why education needs your special insights, your breadth of experience, your understanding of the problems that confront both education and the larger society, and your proposals to get at some of these problems.

Because you *are* who you are, you encourage me to begin this discussion of the need for career education by asking how you *got* where you are.

Think back for a moment to those early formative years. Did you have a plan — did your high school *help you develop* a plan — for the appropriate career preparation and the subsequent job placement that would enable you to enter and advance in the field of your choice? Only *you* know how much of that route was planned, how much was due to motivation, perseverance, and hard work, how much was the right decision at the right time, and how much was simple good fortune.

The point is, there ought to be a better way! And that way ought to be *planned* and available to all.

I'm sure we agree that much of what is wrong in our society — and I don't discount all the things that are *right* in this society — has to do with the people who did not get adequate career guidance and training *early* enough and substantially enough to find their way into productive and rewarding fields of endeavor.

Despite our concerted efforts in recent years to make education more relevant for the children and young people in our schools and colleges, our area vocational and technical schools and technical institutes, the record is still not very encouraging either in terms of human resources or financial investment.

For example:

First, there is increasing segregation between students and the world of work because they feel they are unneeded by our technological society. They argue that since fewer and fewer "bodies" are needed to produce more and more consumption goods, they (the students) are shipped off to the educational institutions for temporary internment.

Second, about one-third of all students pass through high school via what is known as the "general education curriculum," a type of education which leaves its graduates neither trained for a salable skill nor qualified to pursue higher education.

Third, there is an undesirable and counter-productive separation of the vocational education, general education, and academic curricula in our high schools, with the result that those in the vocational curriculum are often seen as low status to technicians, while those in the academic curriculum emerge with little contact, preparation toward, or qualification for the world of work.

Fourth, because of the widely held view that a degree is the only kind of respectable occupational preparation in our society, many high school students choose academic preparation. However, a significant number of these do not go on to college and far more begin college than complete it. In addition, the numbers who do not complete college are increasingly out of proportion to the occupational opportunities in our society. In a free society no system can guarantee an exact matching between individual needs and educational options, nor should a system purport to eliminate those who "drop-out." Nevertheless, the *magnitude* of these types of discontinuities represents a major problem.

Fifth, the vocational offerings in our high schools, and those students who elect them, are sometimes relegated to second class status. As important and relevant as this type of preparation is in modern industrial society, it often has lower status than academic preparation and therefore does not constitute a real option for many students.

Sixth, our present system is an inflexible one which often results in premature tracking, and fails to offer individuals the option of changing direction during their years of preparation or of obtaining new training and shifting occupations later in life.

Seventh, many students have little or no formal contact with, or preparation for, the world of work during their elementary and secondary years.

In addition, let me share with you some statistics compiled by the National Center for Educational Statistics. For example, in the 1970-71 school year:

— 850,000 students dropped out of elementary or secondary school. Assume that, on the average, they left at the end of the 10th grade. At $8,000 per child for schooling that began in kindergarten or first grade, these dropouts represented an outlay of $7 billion.

— 750,000 graduated from the high school general curriculum that has traditionally been the dumping ground for students who do not elect vocational training or plan to go to college. At $12,000 per student, total cost to the Nation ran about $9 billion.

— 850,000 entered college but left without a degree or completion of an occupational program. Assume that, on the average, they left at the end of the first year. These young people added $12 billion to costs.

If you have been *adding* with me, you know that we are talking about *2.5* million young people and expenditure of some *$28* billion. That is *one-third of the entire $85 billion cost of education last year*. And these young people and expenditures reflect the dropout rate of a single year. If you try to include the millions of dropouts and billions of dollars spent in years past, the losses become astronomical.

What we can never measure are the personal losses of these young people — their frustrations, their shattered hopes and dreams. Nor can we calculate the contributions they might have made to our National vitality and progress. Who are these youngsters? What happens to them?

A new Department of Labor study *U.S. Manpower in the 1970s* not only looks ahead but recaps the labor picture in the 1960s. In terms of our social and economic progress, some lines on the charts and graphs for the '60s moved in the wrong direction or, at best, failed to move at all.

— Teenage unemployment was more than 12% in every year of the decade.

—The rate for teenagers of Black and other minority races was double that, running between 24% and 30%.

— Most significantly, the gap between youth and adult unemployment rates widened. At the beginning of the decade, unemployment among the 16-19 age group was 3 times greater than for adults 25 or over. By 1969, over 5 times more teenagers were out of work than adults.

Projections show that 100 million Americans will be working or seeking work by 1980. That's 15 million more people, mostly young, who will have to be accommodated in the labor force by 1980 than we had in 1970. If 2.5 million youngsters are now leaving our schools and colleges each year without adequate preparation, how many of those 15 million are apt to be unprepared for the demands of the 1980 labor market? Compared with 1968, that market will need 50% more professional and technical workers — but 2% fewer laborers and a whopping 33% fewer farm workers. (In parenthesis, let me add that the Department of Labor sees exactly the same number of openings for teachers in 1980 as 1962, about 40,000 fewer than the peak years of the late 1960s.)

It is clear then that Career Education is an idea whose time has come. Until we bring career awareness down into the elementary grades — until we give youngsters the desire and motivation to aim for a career that excites them — until we prepare them to leave high school with a marketable skill or to complete work in a college or technical institute or Area Vocational-Technical School with a more advanced skill — until we key all these activities to the labor market as it will exist when these students are ready to enter it — until Career Education becomes an integral part of the educational system we will continue to shortchange both our students and our society.

The Career Education concept has acquired some impressive endorsements in recent months. President Nixon called for a new emphasis on Career Education in his State of the Union message to Congress in January, saying that: "There is no more disconcerting waste than the waste of human potential. And there is no better investment than an investment in human fulfillment. Career Education can help make education and training more meaningful for the student, more rewarding for the teacher, more available to the adult, more relevant for the disadvantaged and more productive for our country."

The National Association of State Directors of Vocational Education was one of the first groups to formally endorse the concept of Career Education and pledge their support. Vocational Education is an important part of Career Education! The National Advisory Council on Vocational Education passed a resolution this week commending the Administration for its efforts in Career Education.

And in the official White House proclamation for Vocational Education Week, February 13-19, 1972, the President also stated that "Owing much to the efforts of vocational educators, we are now on the threshold of a new concept of education which can make school both more interesting to the student and more relevant to him and his society. This concept, Career Education, is based on the principle that a complete and meaningful education should include the opportunity to learn about the world of work.

"The vocational educator can take satisfaction from the fact that the new concept of Career Education derives its heart and energy from the efforts so carefully begun by the vocational and technical teachers of America."

Commissioner Marland and many of us on his staff at the Office of Education have worked for several months in closest cooperation with the Chief State School Officers, university-based research centers, representative school districts, and professional education associations to try to develop a first approximation of what Career Education *could*, not necessarily *should*, be.

The Chief State School Officers support the basic concept without reservation. They have pledged a major effort to gain legislative and public endorsement in their own States and to use the resources available to them to encourage the adoption of Career Education elements in their local school districts. State legislatures, notably Florida, Arizona, and New Jersey, are making the ultimate commitment — putting money where their endorsement is.

The groundswell of interest prompted Commissioner Marland early this year to appoint an Office of Education Task Force, headed by Executive Deputy Commissioner, Peter Muirhead, to direct the growing Federal involvement both in the basic research and development aspects and in the support of pilot programs in selected school systems. You will hear about these developments in detail tomorrow.

While I know that your deliberations at this workshop, and those in workshops we hope you will sponsor in your own States and communities will generate new ideas and suggest new directions, there are certain basic elements to the Career Education concept that I would like to clarify here.

— Career Education is *not* a high-sounding new name for what we have always called vocational education.

— Career Education is for *every child: rich, poor, suburban, urban, rural,* beginning in his first school year and following him as far as he goes in the education system.

— Career Education is a way to provide career awareness in the early grades and career preparation in the upper grades that continues at an ever-increasing level of sophistication until every student is equipped to enter the occupation of his choice — limited only by his personal ability.

— Career Education must include Vocational Education because we estimate at least 80% of our school youth should develop salable skills while in school.

— Career Education is *not only* for children and young adults. It is also for persons of all ages for anyone who wants to enhance his occupational and earning potential. Two of the four Research and Development models for Career Education developed by the Office of Education are pointed specifically toward adults.

— Career Education favors *no* ethnic group to the exclusion of any other. It simply recognizes that concentration and motivation need *to be ignited* early in life — rekindled later — so that every individual can pursue the occupation and life style of *his or her choice*.

— Career Education is not a rigid program from which no State or school district or adult training effort can deviate. Every State, every community, has a population, an occupation market and an educational system that differs in some degree from every other. Career Education is flexible and can be molded to the unique needs of every State and community.

— Career Education is not a restructuring of education that will bankrupt our citizenry. True, startup costs in schools should be somewhat higher than present per-pupil costs. These costs would include the addition of many more guidance counselors and the retraining of those we have to bring career orientation down to the elementary grades and to pay for higher cost of the skill development training equipment needed for secondary and post-secondary level.

I should like to emphasize particularly the need for redirecting guidance and counseling, at all levels, as we develop this concept of Career Education because in order for an individual to choose a career he must first *know how* to make occupational decisions based upon the knowledge and understanding of occupational opportunities. A full 12 years ago the famed educator, Dr. James B. Conant, recommended in *The American High School Today* that our high schools have one vocational counselor for every 250 to 300 students.

We also urgently need in our high schools far more emphasis on group counseling to make the best possible use of the limited personnel, far more emphasis on counseling those not college-bound and on educating girls and minority members to the full range of opportunities ahead of them if they have the right education-training.*

Before educators can move effectively, however, we Americans need to re-examine — as parents, taxpayer, legislators, and businessmen — some of the "self-evident truths" that have long governed our thinking and our pocketbooks regarding the relationship between education and the whole business of job training and career advancement. Indeed, the consensus already building suggests that many of these "truths" have outlived their time and that some were never really self-evident in the first place. Let's look at some of them.

First, "give students a thorough academic grounding and careers will take care of themselves." The public record is replete with evidence that this is not true today. *Careers do not just happen, they must be planned.* Occupational choice, and specific skills training, must be part of the total Career plan of each individual.

Second,. dropouts are low achievers who are not going to make it in a technological society anyway. Not so. Dropout rates have little to do with ability. For example, Louisville, Kentucky had 1,900 of its 15,000 secondary students drop out in a single year. Looking for reasons, the school system found that only 4 percent quit because they had to go to work; 6 percent could not make it academically; over 50 percent left due to lack of interest.

Third, the study of Grammar, English Literature, Geometry, have no Career relevance for today's students. Those of you in business, industry and labor can help tremendously by going into classrooms and telling students how your own studies of these subjects contributed to your career decisions and advancement. This does not mean that schooling should not include the learning it does at present. *It does not* mean that education's main aim should no longer be developing the student's ability to think and to reason. It does mean that a student should have the chance to learn about the world of work and what he can do in it and how he can prepare for it. He must have the opportunity to make that specific preparation.

Fourth, you need a Bachelor's degree to perform entry level professional and managerial tasks. Although many business firms seem to believe this, as evidenced by their hiring practices, it is increasingly obvious that this policy is counter-productive. We frustrate many young college graduates by hiring them to handle largely routine assignments. And we lose many good people who are barred from a chance to demonstrate their abilities because they do not have a college diploma. Remember that such creative geniuses as Thomas Edison had only three months of formal schooling in a lifetime and that David Sarnoff, who pioneered RCA's telecommunications breakthroughs, dropped out of school at age 15. Unless business takes a hard look at its credentialing requirements, another Edison or Sarnoff may never be given a chance. Parents, civic leaders, legislators, and other decision-makers take their cue from business and support the degree syndrome. We see parents making financial commitments, even sacrifices, in the neighborhood of $10,000 or more to put each child through college — even those who do not belong there.

We need therefore, to reassess as a society the function of education in preparing our youth both for productive careers and rewarding lives.

*Sylvia Porter, Your Money's Worth, "Career Counseling Lagging," Washington Evening Star, October 7, 1971.

In closing, let me say again how delighted we are to have you hear how appreciative we are of the commitment you make personally and on behalf of your organization in participating in this workshop. I hope you will return to your States, your communities, and associations with a like commitment to career education programs that will help every youngster find his place in the world of work.

Chances are, every generation produces only one Hemingway and one Lindbergh, one Edison and one Sarnoff, and they will probably make it despite the odds. If there is any single goal inherent in the Career Education concept, it is to expand the minority who made it in our generation to encompass the great majority of young people in the next. That goal requires the dedicated involvement of us all. The *idea* that no man is an island, that we *all* can use a helping hand, is an idea that has been around for centuries. But I think George Bernard Shaw may have said it best:

> Independence . . . that's middle class Blasphemy. We are *all* dependent on one another — every soul of us on earth.

*** NOTE: This paper was originally delivered at the invitational Workshop on Career Education on March 1, 1972. Washington, D.C.**

THE QuEST SONGS '73

(by Bob Bhaerman)

THERE'S NO BUSINESS LIKE THE "ED" BUSINESS

(1)
There's no business, like the "Ed" Business,
There's no business we know,
Everything about it is appalling
They'll try all that traffic will allow,
Nowhere do they get that monied feeling,
Except when stealing that extra buck;
There's no people like "Ed Biz" people,
They smile when they see dough,
Yesterday they thought that they would have to stop,
When Dow - Jones opened — they thought it dropped,
Next day's Wall Street Journal saw it hit the top,
Let's get on makin' dough,
Let's get on makin' dough!

(2)
Yes, there's no business, like the "Ed" Business,
There's no business we know,
Everything about it is deceiving,
They'll try all that prices will allow
Nowhere do they get that huckster's feeling,
Except when selling their latest tricks;
There's no people like "Ed Biz" people,
They cheer when they hear coins,
Yesterday they thought that they would not sell lots,
But when the market opened, they got the "hots,"
Next day on their targets were ten million tots,
Let's get on makin' dough,
Let's get on makin' dough!

(3)
Oh, there's no business, like the "Ed" Business,
There's no business we know,
Everything about it is mystifying,
They'll try all the public will allow,
Nowhere do they get that wealthy feeling,
Except when hawking their fancy fads;
There's no people like "Ed Biz" people,
They grin when they touch "gelt,"
Yesterday they thought they'd make their guarantees,
So when the school doors opened, they upped their fees,
Next day on the Board they felt their margin squeezed,
Let's get on makin' dough,
Let's get on makin' dough!

(4)

Sure, there's no business like the "Ed" Business,
There's no business we know,
Everything about it is concealing,
They'll try all that school boards will allow,
Nowhere do they get that profit teening,
Except when vending those hardware sets;
There's no people like "Ed Biz" people,
They jump when they smell cash,
  (They don't give a damn about the moppets
  Long as they're linin' up their pockets,
  With wads and wads of - that nice green stuff.)
Yesterday they thought their capital would always hold,
But when the fiscal year ended, their outputs fold,
Next day they traded in the teachers for a pot of gold,
Let's get on makin' dough,
Let's get on makin' dough!

A MEDLEY OF 2 SONGS "FROM" *INEQUALITY*

Christopher Jencks has estimated that about one-fourth of the variation in income is explained by differences in schools, cognitive skills, genes, home background and I.Q. What accounts for the other three-fourths of the variation? According to Jencks, it is mainly luck and personality. Such traits as "the ability to persuade a customer, to look a man in the eye without seeming to stare, to synthesize large quantities of information (as in playing the stock market or the horses), to psych out what the boss wants and having enough control over your own personality to give it to him" may explain more about how much people earn than does their schooling. So do such countless unpredictable occurrences as "chance acquaintances who steer you to one line of work rather than another, the range of jobs that happen to be available in a particular community when you are job hunting, whether the new superhighway has an exit near your restaurant."

(1)

WITH A LITTLE BIT OF LUCK

The Lord above gave man a brain to reason,
So he could go to school and make some wealth,
The Lord above gave man a brain to reason, but
With a little bit of luck,
With a little bit of luck,
Someone else'll make the blinkin' "gelt"!
With a little bit. . . with a little bit. . .
With a little bit of luck,
You'll get the "gelt"!

The Lord above made schools for our children,
To see if man could turn his poverty away,
The Lord above made schools for our children, but
With a little bit of luck,
With a little bit of luck,
Personality will rule the day!
With a little bit. . . with a little bit. . .
With a little bit of luck,
You'll rule the day!

The clever mind was made for man to psych with,
To treat his boss like his nanny and his nurse,
The clever mind was made for man to psych with, but
With a little bit of luck,
With a little bit of luck,
You can have it all and fill your purse!
With a little bit. . . with a little bit. . .
With a little bit of luck
You'll fill your purse!
With a little bit. . . with a little bit. . .
With a little bit of bloomin' luck!

The Lord above gave salesmen eyes to see with,
No matter if they're selling grass seed for your hair,
The Lord above gave salesmen eyes to see with, but
With a little bit of luck,
With a little bit of luck,
When they look at you they won't just stare!
With a little bit. . . with a little bit. . .
With a little bit of luck,
They won't just stare!

With a little bit. . . with a little bit. . .
With a little bit of luck,
You'll move right up,
With a little bit. . . with a little bit,
With a little bit of bloomin' luck!

(2)

YOU'VE GOTTA HAVE LUCK

You've gotta have luck,
All you really need is luck,
When Chris Jencks is sayin' you'll never win,
That's when your luck should start.

You've gotta have hope,
At the end of your rope,
Nothin's half as bad as ruling the mob,
Get a new job: sell dope.

When your IQ's minus zero,
And you're just a great big bore;
You will never be a hero,
But you also won't be poor. . .
There's nothin' to it, but to do it,
You've gotta have luck,
Miles 'n' miles 'n' miles of luck,
Oh, it's great to be a genius, you guys,
But keep your old eyes before that buck,
First you've gotta have luck,
First you've gotta have luck!

A MEDLEY OF 3 SONGS FOR "FED'S DAY"

— dedicated to RMN of Pennsylvania Avenue,
San Clemente, Bay Biscayne,
Camp David and the Watergate —

Ruffles and flourishes:
    da, da da da, da da daa
    da, da da da, da da daa
    da, da da da, da da daa. . .

(1)

HAIL TO THE THIEF

Hail to the Thief
    Who is sacking all our schools,
Hail to the Thief
    Who is pirating our dough.
Hail to the Thief
    Who is fleecing all our children,
Hail to the Thief
    Who is laying them all low-ow-ow-ow.

Hail to the Thief
    Who is looting all our classrooms,
Hail to the Thief
    Who's impounding all our funds.
Hail to the Thief

Who is stealing all our textbooks,
Hail to the Thief.
Who is trading them for guns-uns-uns-uns.

Hail to the Thief
Who is robbing kindergartens,
Hail to the Thief
Who is pilfering Head Start.
Hail to the Thief
Who is killing Education,
Hail to the Thief
Who has cut out all its heart!

(2)

TRICKY DICKY

Tricky Dicky came to town, riding herd on Congress,
He stuck a sabre in their Acts,
And slashed them all to pieces!

Chorus
Tricky Dicky cuts it up,
Tricky Dicky's heartless,
Steps on Congress and the Court
And with The Knife he's handy!

Father and I went down to town,
Along with Cap'n Weinberger
And there we saw him warming up,
A 'sharpening his dagger!

And there was General RMN,
A 'slicing up the "Ed" Bill.
A 'cutting it all up to shreds,
I guess he loves to kill, kill!

And every time they cut it up,
They trimmed away its power.
It'll fix the schools, so they say,
With only a Billion lower!

And there we saw the "Easy" * Act,
A 'laying rather down low,
And Nixon threw away his pen,
He'd rather have a veto!

*ESEA
Elementary and Secondary Education Act

(3)

CAP THE KNIFE*

Oh The Cap has swinging knives, dear,
And we know their flashing bite.
Just a hack - knife has the Cap, dear,
So he keeps the Budget tight!

When The Cap bites with his knife, dear,
School lunches start to wilt.
Fancy words though, says The Knife, dear,
So there's not a trace of guilt.

In the classroom, in the morning,
Lies a child losing life.
Someone's sneaking round the White House,
Is that someone Cap the Knife?

From Camp David, on the mountain,
An axe is coming down,
Oh, that hatchet's just for schools, dear,
Bet you Cap is back in town.

Johnson's programs disappeared, dear,
After drawing off their cash.
They're not caring in the White House,
And they're tearing schools to hash.

Oh, we miss you, Celebrezze,
Ribicoff and Wilbur Cohen.
Oh, the Feds move to the Right, dear,
Now that Cap is back in town.

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*"Cap the Knife," a nick-name earned by Caspar Weinberger, when he headed the Office of Management and Budgeting. Now he is Secretary of Health, Education and Welfare!

THE RAMBLIN' WRECK FROM OLD PEEBTEC

"Peebtec," as most of us know, stands for performance - based teacher education and certification. Last year in New York State, where "peebtec" is to be implemented (eventually), one of their State Education Department fellows summed up their objective with this eye-opening statement: "The direction is clear; the path to take us there is not so clear." This song is dedicated to all his fellow Peebtec - pathfinders.

I'm a school wrecker from Old Peebtec
And a systems engineer,
A Wreck of a,
Wreck of a,
Wreck of a,
Wreck of a,
Wreck of an engineer.

Say all of us state ed fellows,
"The path is not so clear,"
I'm a school wrecker from Old Peebtec
And a systems engineer.

O, if I had a daughter, Sir,
I'd hope she'd find a mate,
I'd put her in the Ed School
And there she'd simulate!

But if I had a son, Sir,
I'll tell you what he'd do,
He would yell, to Hell with Teachers,
And their G.D. Union too!

O, I wish I had a barrel,
Of Rum and Sugar, three thousand pounds,
The AFT to put in it
And shut off their protest sounds!

I'd drink to the federal fellows
Who share our concepts dear,
I'm a rambling wreck from Old Peebtec
And a systems engineer!

MT. PEEBTEC
OR THE "NO EXIT" SONG

I am writing a paper called "Performance-Based Teacher Education/Certification: The "No Exit" Syndrome." Here is one of the reasons I call it that.

The teachers got a license,
The teachers got a license,
The teachers got a license,
And what do you think he (or she) saw?

He (or she) saw another license,
He (or she) saw another license,
He (or she) saw another license,
And what did he have to do?

He (or she) got the other license,
He (or she) got the other license,
He (or she) got the other license,
And what do you think he (or she) saw?

He (or she) saw another license,
He (or she) saw another license,
And what did he have to do?

He (or she) got the other license,
He (or she) got the other license,
He (or she) got the other license,
And what do you think he (or she) saw?

. . . . .and so on to "No Exit" . . .

HOME, HOME, IT'S SO STRANGE

Oh, give me a job,
Away from my mob,
Where I can't hear those hollering screams.
Get away from this din,
Take a strong drink of gin,
This housemaking ain't all that it seems.

Chorus
Home, home, it's so strange,
With the tears and the diapers all day.
Where always is heard,
A sibling rivalry word,
And the bridge club a'yaking all day.

Oh, I wish I were paid,
For that soufflé I made,
For those socks that I wash and I mend.
Oh, this dusting's a drag,
I feel like an old rag,
And on Friday the week doesn't end.

When the housework's a chore,
And the cleaning's a bore,
And the neighborhood girls are uptight.
I'd be glad to exchange,
This home that's so strange,
And join up with the Women's Rights fight.

Last year we were pressed,
From the head table at QuEST,
That's not likely to happen again.
We were all hell bent,
So this message we sent:
See that waitresses hired were men.

How often at night,
To my husband I cite,
Norman Mailer's new booklet of prose,
He thinks Norman's a dear,
I prefer Germaine Greer,
Mailer needs a good punch in the nose!

So please give me a home,
Where the soap suds don't foam,
Away from tears and the diapers all day.
Where never is heard,
A sibling rivalry word,
And the bridge club a'yaking all day.

(QuEST Songs by Bob Bhaerman)

NEXT STEPS: ACTION PROGRAMS

THE CALIFORNIA QuEST COUNCIL:

THE ORGANIZATIONAL DEVELOPMENT AND STRUCTURE OF THE CALIFORNIA FEDERATION OF TEACHERS QuEST COUNCIL

An Overview by RAOUL TEILHET
President, California Federation of Teachers

One of the fundamental problems that the CFT has consistently confronted in our effort to organize teachers into the AFT in California is the difficulty of explaining the relationship between collective bargaining and the many job-oriented frustrations that teachers do not include in their general definition of wages, hours, and working conditions. These frustrations generally fall within the broad area of subject matter concerns; curriculum development; school structure; educational philosophy; educational technology; educational panaceas — real or imagined; and selection of learning materials; to name but a few. The AFT has always endeavored with some success to define wages, hours, and working conditions in such a manner that it would encompass the teacher's role as an employee and the employee's role as a teacher.

In 1968, the California Federation of Teachers embarked upon a program to cope with this organizational problem. The CFT organized a statewide committee called the California Federation of Teachers Curriculum Council. The Executive Council of the CFT appointed a fifteen member statewide committee. The committee was authorized to publish quarterly newsletters, occasional papers, and to solicit membership in the CFT Curriculum Council at $5.00 per member per year. The fee was to assist the Curriculum Council to develop a program without placing an undue burden on our very limited organizing budget. In 1970, the $5.00 fee was discontinued.

In the Fall of 1968 through the Spring of 1971, the CFT Curriculum Council met on a regular basis. A minimum of two statewide subject matter oriented conferences were held and from four to six CFT Curriculum Council newsletters were published each year. The Curriculum Council also published several occasional papers.

In retrospect, we were able to identify some positive gains that resulted from the CFT Curriculum Council, but unfortunately the direct participation by our locals was most limited. One of the objectives of the CFT Curriculum Council was to encourage locals to create similar councils within their jurisdiction. By 1971, there was limited local response to this effort.

In 1971, the Executive Council of the California Federation of Teachers followed the lead and direction of the National AFT by changing the name of the California Federation of Teachers Curriculum Council to the CFT QuEST COUNCIL with an attendant campaign to encourage the formation of local QuEST Councils throughout the state of California.

The CFT Curriculum Council format was followed for program development with the aforementioned exception of dropping the $5.00 membership fee.

Broader publicity and meaningful direction from the National AFT greatly expanded the number of meetings and quality of newsletters that began to emanate from the CFT QuEST COUNCIL. In February of 1973, the CFT QuEST COUNCIL, appointed the CFT Executive Council with an effort to achieve geographic, ethnic, grade level, sex, and special interest balance, staged their first statewide CFT QuEST WEST Consortium in San Francisco.

The CFT QuEST WEST Consortium was a signal success. Over 350 participants from all of the Western states attended a two and one half day conference with a wide range of seminars, workshops, discussion groups, speakers, and a program that ran from A to Z on educational issues, problems, and programs. It was truly an exciting and meaningful first effort. Positive feedback from the delegates at the local level indicated that the publicity alone served as an effective organizing tool. The groundwork has already been laid for a larger 1974 CFT QuEST WEST Consortium.

Using the CFT QuEST WEST Consortium as a spring board, CFT-AFT locals were encouraged and assisted in putting together mini-QuEST Consortiums at the local level. To this date, approximately four such QuEST Consortiums have been held at the local level with almost the same format that was used by the CFT QuEST COUNCIL and the National AFT-QuEST Consortium in Washington, D.C. AFT-CFT locals have discovered that there are enormous resources available to them at the local level to provide first rate issues oriented consortiums. Further, they have found that it is possible to attract state and nationally known figures as participants.

The organizing and public relations impact at the local level are self-evident and will geometrically increase as the locals develop expertise in conducting these mini-consortiums.

As an extension of the basic premise to emphasize QuEST at the local level, the CFT has also embarked upon a program for the 1973-74 school year that will hopefully encourage the development of a wide spectrum of committees at the local level. We have established twelve statewide committees in such matters as Student Rights, Teacher Retirement, School Finance, Substitute Teacher Welfare, and Political Action, etc. The state has been divided into nine regions with some sense of fair apportionment between locals and membership. Each region will hold an area wide meeting for all of the twelve committees. Each local within the region is permitted one delegate and one alternate for each of the committees. The local delegates will meet and elect a regional representative to the state committee. No delegate from any local will be permitted to vote on representation on the state committee unless the local president has certified that there is a corresponding committee established at the local level. However, all delegate - alternate members will be permitted to vote on issues and resolutions. In other words, the Petaluma Federation of Teachers must establish a Student Rights Committee before their delegate to the Regional Student Rights Committee can function as a fully credentialed member and/or be eligible to vote or be elected to the California Federation of Teachers statewide Student Rights Committee. The objective is to encourage the locals to activate committees at the level closest to the classroom and closest to our organizing needs.

The regional and state committees are charged with the responsibility of reviewing current policy, recommending modification of same, and/or initiating new policies within their subject/issues area. A policy proposal submitted to the Petaluma Federation of Teachers' Student Rights Committee will be subject to approval by the regional committee, the state committee, and finally the governing body of the Federation, the CFT State Council and/or the annual Convention.

The QuEST COUNCIL has been integrated as one of the component committees requiring local involvement, regional selection, and state elections. We have augmented the state QuEST COUNCIL with nine Members at Large to be appointed by the Executive Council.

The CFT QuEST COUNCIL will retain the responsibility of conducting the CFT QuEST WEST Consortium on an annual basis.

It is our anticipation that it will take a full year to develop a complex of committees at the local level. The entire program is funded by the state organization and has been given high organizational priority. In California we see a direct relationship between the successful development of such a structure and the elimination of one of our historic organizing barriers.

ESTABLISHING A STATE QuEST PROGRAM

An Overview by HARLEY HISCOX
President, Colorado Federation of Teachers

Organizational Purposes. AFT Federations, even though the accusation is untrue, have long been considered primarily concerned with bread and butter issues. The AFT has been criticized in that it does not devote a signficant amount of attention to curriculum, to research, and basically to the student-teacher process.

The NEA, on the other hand, has been noted for its research and its many diverse areas of exploration into the education milieu.

Establishing a state QuEST Council and local QuEST councils is a step in the right direction for AFT to change its image and to allow teachers to understand that AFT teachers want what students need.

Educational Purposes. Since AFT teachers do want what students need, then it is incumbent upon AFT members to discover in what areas that need exists and to work out ways whereby educational deficiencies can be rectified. A state QuEST program is a first step in such rectification.

Steps to Organize. (1) Sell your executive board or council on the need for a QuEST council both organizationally and educationally. (2) Using specific examples of areas and needs, put out a publication to all state members and local leadership discussing what a QuEST council would be like, how it would operate, and the advantages there would be to the various locals in participating.

Note: You will discover that AFT leadership in the various locals is not necessarily that group which will be most interested in a QuEST council. Many rank and file AFT members have leadership ability but are so primarily concerned with educational issues that they leave organizing to others. The QuEST council will bring these persons into positions of AFT organizational activity.

3. Get a meeting room, announce a QuEST conference, send out with the announcement to the QuEST conference a list of topics under discussion, possibly have a panel as part of the conference on a topic of vital interest. When the panel is through and the members have been involved through participation, questions and answers, then set up the organizational part of the conference. Elect a chairman and a secretary and plan original activities.

4. If funds permit, the best way to tie the council together is to publish a newsletter. Give that newsletter a title that is distinctive and report through that newsletter the activities of the QuEST council.

5. Establishing a QuEST council requires more than just a sparkplug type person. It requires some creative genius and an ongoing set of activities. It may take some time before your state federation can find such a person who can make your QuEST council go, but patience is the word and perseverance will have its reward. State federation officers must believe in the project and must continue to push it. Ultimately, the council will gain its own momentum and move.

6. Some sample projects:

- Mini-courses — ascertain areas with which teachers are vitally concerned and see if you can find some expert in that area of concern. Ask him to condense his total course into an hour and a half. Obtain a location where you can hold a class, send out announcements on the mini-course, allow the expert to speak for an hour or better, and use the remaining time up to two hours for questions and interdiscussion.
- Run a survey of teacher tested courses — send out a questionnaire to your membership asking them for recommendations on courses they have taken. Based on the returns from that questionnaire, make a recommended list of teacher tested courses and submit it to all your members. Let institutions know that you are compiling such a recommended teacher-tested list. The response from the institutions will be surprising and your members will appreciate this service.
- Spotlight on innovations — begin to search the schools within the state for performance on the part of teachers and students that is worthy of note and emulation. Once these items have been noted and spotlighted, then the membership can be told about them and trips can be taken to observe the innovative procedures and articles can be written, etc.
- Legal activities — The QuEST council can observe those areas where legislation is needed to improve the lot of the educational process. The council can prepare and propose such legislation for introduction into the legislature. There might be areas also where the law is being violated or discrimination is taking place, and the council can take action in such instances.

The whole subject of accountability and all its ramifications can be a subject of interest and activity for the QuEST council. The opportunities for the council are unlimited. As the council develops, its activities will be determined and dictated by needs that arise and make themselves apparent.

Local QuEST Councils. Where there is leadership and where there are people who wish to participate at a local level, which is where education takes place, the state QuEST council can encourage the formation of local councils. The state council can help to tie the local activities together, can provide them with a publication, and can be a clearing house for needed activity.

THE UFT-QuEST MINI-COURSES:

"REGISTRATION CONTINUES FOR NEW UFT QuEST MINI-COURSES"

On the basis of the first returns of applications, UFT QuEST Committee Chairman Ray Frankel predicted that a number of this fall's QuEST mini-courses will soon be closed.

"I urge interested teachers to register right away and make sure that they get the class or classes they want," she said.

The UFT has pioneered in the development of the mini-courses, which offer practical methods for meeting every-day classroom situations.

While they are especially recommended for newer staff members, experienced teachers will also learn a good deal in the courses.

They are taught by experienced teachers, secretaries, and para-professionals and avoid the overly-theoretical approach currently in favor at many teacher education institutions.

Since these mini-courses are frequently oversubscribed, interested teachers are urged to register immediately by filling out the coupon below.

GENERAL INFORMATION

Unless otherwise noted, all courses will be held at the Gramercy Park Hotel, Lexington Ave. and 21 St., Manhattan.

All courses run from 4:15 p.m. to 6 p.m., with coffee served at 4 p.m.

Registration is open to UFT members only.

Class size is limited to 25, unless otherwise noted.

Registration fee of $2 must accompany registration coupon.

Acknowledgment of registration will be mailed upon receipt of coupon and fee.

Additional course will be announced in forthcoming issues of THE NEW YORK TEACHER.

Following is a listing of the mini-courses now open:

QuEST MINI-COURSES

UFT 201 —*Music and Dance for Early Childhood Teachers*
Dates: Thursday, Oct. 26 and Nov. 2.
Teacher: Hilda Cohen, PS 176, Brooklyn

UFT 202 —*Arts and Crafts for Early Childhood Teachers*
Dates: Tuesday, Nov. 14, 21
Teacher: Hilda Cohen, PS 176, Brooklyn

UFT 203 —*Reading and Math Games for Early Childhood Teachers*
Dates: Thursday, Nov. 30, Dec. 7
Teacher: Hilda Cohen, PS 176, Brooklyn
UFT 204 —*The Recorder: Playing and Teaching* — for teachers with ability to read music (Materials fee of $2.50 payable at first session)
Dates: Thursday, Nov. 9, 16
Teacher: Sylvia Dunsky, PS 201, Queens
UFT 205 —*The Recorder: Playing and Teaching* — for teachers *without* ability to read music (Materials fee of $2.50 payable at first session)
Dates: Tuesday, Nov. 14, 21, 28
Teacher: Sylvia Dunsky, PS 201, Queens
UFT 206 —*Art Workshop for the Classroom Teacher,* K-6
Dates: Tuesday, Nov. 14, 21, 28
Teacher: Jackie Lander, PS 135, Brooklyn
UFT 207 —*Art Workshop: Holiday Projects,* K-6
Dates: Thursday, Nov. 9,16
Teacher: Jackie Lander, PS 135, Brooklyn
UFT 208—*Paper and Pencil Math Games to Teach Math Skills and Concepts,* Grades 3-6
Dates: Tuesday, Nov. 14, 2 , at the UFT Queens Office — 100-15 Queens Blvd., Forest Hills
Teacher: Arlene Katz, PS 131, Queens
Class size limit: 15
UFT 209 —*Paper and Pencil Math Games to Teach Math Skills and Concepts,* Grades 3-6
Dates: Tuesday, Nov. 28, Dec. 5
Teacher: Arlene Katz, PS 131, Queens
UFT 210 —*Film Study in the Secondary School* — approaches and techniques for teachers with little or no experience in film study in the classroom
Dates: Thursday, Nov. 2, 9, 16
Teacher: Jerry Majzlin, John Dewey HS
UFT 211 —*Film Study in the Secondary School* — approaches and techniques. Follow-up of UFT 210 or previous mini-courses
Dates: Thursday, Nov. 30, Dec. 7, 14
Teacher: Jerry Majzlin, John Dewey HS
UFT 212 —*The Use of Cuisenaire Rods in Teaching Mathematics,* Grades K-3. Beginning course — for teachers without previous experience with the rods
Dates: Tuesday, Nov. 14, 21, 28
Teacher: Linda Seward, PS 1, Richmond
UFT 213 —*Payroll Procedures for School Secretaries*
Dates: Monday, Nov. 13, 20, 27
Teachers: Harriet Jacobs, HS of Art and Design, Sylvia Katz, JHS 54, Manhattan
UFT 214 —*The District Cash Expenditure Fund* (For School Secretaries)
Dates: Monday, Dec. 11, 18
Teachers: Betty Peppin, PS 13,

Queens; Blanche Nash, IS 292, Brooklyn
UFT 215 —*Workshop in the preparation of visual materials*
Date: Tuesday, Nov. 28
Teacher: Sonia Friedland, PS 45, Queens

From *The New York Teacher*, October 15, 1972

"FORMAL CALL TO REGISTER FOR UFT-QuEST COURSES"

Last call for registration for the popular UFT QuEST mini-courses has been announced by Ray Frankel, chairman. In order to be assured of a seat in the course of your choice, you must fill in and mail the application blank below immediately, Miss Frankel emphasized.

For only $2 for each course — which includes two sessions — teachers can learn practical techniques that have been proven successful by other classroom teachers.

In these courses — which are open to UFT members only — teachers explain and demonstrate what has worked for them in the classroom. A wide variety of subjects useful at different levels in the school system is covered.

The full roster of classes appears below, together with instructions on application, as well as an enrollment coupon.

UFT 260 — *Creative Writing for Grades K-3.*
Monday, May 14, 21.
Teachers, Joan Goodman and Yolanda Jackson, PS 49X.
UFT 261 —*The Jewish Minority in America.*
Monday, May 14, 21.
Teacher, Evelyn Becker, George Washington HS.
UFT 262 —*Art Workshop for Grades K-6.*
Tuesday, May 15, 22.
Teacher, Jackie Lander, PS 135K.
UFT 263 —*Italian-American in Contemporary Society.*
Tuesday, May 15, 22.
Teacher, Nicholas Spilotro, High School of Printing.
UFT 264 —*Reading and Math Games for Early Childhood.*
Tuesday, May 15, 22.
Teacher, Hilda Cohen, PS 176k.
UFT 265 —*Marine Biology in the Secondary Curriculum.*
Thursday, May 17, 24, at John Dewey High School.
Teacher, Harold Silverstein, John Dewey High School.

All courses at Gramercy Park Hotel, 21st St. and Lexington Ave., unless otherwise noted. Registration fee remains $2. Coffee served at 4 p.m. Courses open to UFT members only. Completed coupon with payment of $2 must be returned to complete registration. Acknowledgement will be forwarded upon receipt of coupon and fee. Courses run from 4:15-6 p.m.

For additional details on the UFT QuEST program contact UFT-QuEST Chairperson: Ms. RAY FRANKEL, UFT, 260 Park Ave. South, N.Y. 10010.

From *The New York Teacher*, May 6, 1973

THE QuEST PROCEDURE IN PITTSBURGH

PAUL FRANCIS and RUFUS JORDAN
QuEST Co-Chairmen, Pittsburgh Federation of Teachers

The approach used by the QuEST Committee in Pittsburgh is threefold. One category of activity is what is called "Nice to do" projects. One of these is an annual scholarship for Pittsburgh students interested in pursuing a career in education.

A *second* category is in contract item development. In this activity, subcommittees investigate various educational problems and propose solutions to those problems, which are then written as contract proposals. We have written contract proposals as a result of this activity in the areas of learning disabilities, cerebral dysfunctions, epilepsy, discipline, diplomas for retarded youngsters, teacher training, and protection of the youngster by the more careful control of permanent records.

A *third* category of QuEST activity has been research. We are trying to develop a procedure whereby the union can assist individual teachers who develop ideas that might lend themselves to research.

The procedure for the first two categories of activity is the use of a brainstorming technique. The committee sits as a group and lists various educational problems. The problems are ranked in importance. The committee then adjourns and agrees to meet later with some suggested solutions for the most pressing problems. After the next meeting when the solution proposals have been discussed, the QuEST Chairman takes the information he has and writes a working paper proposal. The proposal is presented to the committee for further discussion and refinement. The final proposal comes out of this meeting.

On the research ideas, the procedure is still being worked out. Our goal here is to promulgate to the teachers that we are interested in promoting any worthy innovation. We would then like to assure that proper research can be conducted by disinterested third parties, i.e., the university or other research group.

We are looking forward to an expansive variety of projects in all three categories next year.

A REPORT OF A LOCAL QuEST CONFERENCE, FARMINGDALE, NEW YORK, DECEMBER 16, 1972

TERRY ROWAN
Chairman, QuEST Conference, Farmingdale Classroom Teachers Association, Local 1889

On December 16, 1972, The Farmingdale Classroom Teachers Association, Local 1889, AFT, sponsored and hosted a local QuEST Conference at Farmingdale Senior High School, Farmingdale, New York. The meeting was the first of its kind to be held on Long Island as it was organized entirely *for* and *by* the teachers on Long Island. The Farmingdale local voted to sponsor and host such a QuEST

Conference because we saw a need to bring together teachers in the contiguous area who might be able to find solutions to their common problems better than teachers who meet on a national level and may not share similar problems to the same degree.

Some Facts Abut The Farmingdale Local: The Farmingdale C.T.A. represents 728 teachers in collective bargaining. Ninety-six percent of these teachers belong to the C.T.A. The district itself is the fifth largest union free school district on Long Island, and is comprised of approximately 12,500 students. The Farmingdale C.T.A. is considered one of the educational leaders in teachers' associations on Long Island. We are one of the only locals who has used as much as 20% of our expendable budget for educational projects. We have published our own teacher magazines, newspapers, and other publications; we have organized and hosted a wide variety of educational forums and activities. Our contract stands as a model on Long Island, and whole portions of it may be found verbatim in other contracts in the area.

Organizing The QuEST Conference: (A) A working budget was voted upon for the Conference by the C.T.A. It was decided that all moderators of workshops would be paid the nominal fee of $30.00, that luncheon would be provided, and that a fee of $4.00 would be charged for all in attendance to partially offset the costs of the Conference. Despite this charge of $4.00, the C.T.A. spent over $1000 on its own.

(B) Proposals for such a Conference, along with a request for suggestions and ideas for workshops and moderators were sent to nearly 100 local and association presidents on Long Island. Approximately 20 of these responded with ideas and suggestions.

(C) All advertising and solicitations of support for attendance were sent to the local and association presidents. With more than 25,000 teachers on Long Island, mailing to each was prohibitive because of costs. We had to rely on these presidents to transfer the information to their teachers. Unfortunately, many were either too busy or not interested enough in the Conference to do so.

(D) Periodic mailings were sent to all speakers and moderators, apprising them of the progress of the conference. These people were also asked what the local could provide them with in terms of facilities and AVA equipment.

The QuEST Program:

9:30 a.m.	Registration
10:00 a.m.	Welcome
10:20 a.m.	David Selden, President, AFT
10:50 a.m.	Coffee
11:00 a.m.	Tom Hobart, Co-President, NYSUT
11:20 a.m.	I.W. Bianchi, N.Y. State Assemblyman, 3rd A.D.
11:50 a.m.	Luncheon
12:50-2:30 p.m.	Workshops
2:30 p.m.	Coffee
2:40-3:30 p.m.	Workshops
3:30 p.m.	Assembly: "Where Do We Go From Here?"

The Workshop Topics:

#1. Problems and Planning in Innovative Education
#2. In-Service Education: In Teacher Centers
#3. Open Classroom Concept
#4. Contractual Language: Review of Clauses and Contractual Language
#5. Retirement Seminar
#6. Issue of Tenure in Schools, Colleges
#7. More Effective Schools Program
#8. Non-Graded Schools
#9. Clinical Supervision: A Novel Method for Evaluating Teachers
#10. Individualized Reading
#11. Re-Structuring the Junior High
#12. Vocational Rehabilitation for the Handicapped Children in Special Education
#13. Sexism in Children's Literature

The Conference Itself: The December 16 QuEST Conference was attended by 200 teachers, representing nearly 40 locals and associations from Long Island. Present were the presidents of 17 locals and associations, as well as representatives of three local colleges. Also in attendance were trustees of the Board of Education and several administrators and invited guests.

All workshops were taped, and when funds become available, such reports will be transcribed and distributed upon request.

Evaluation forms completed the day of the Conference indicate overwhelming affirmation of the efficacy of the workshops. Especially praised was the workshop on "Contractural Language."

Problems Encountered and Things Learned: First, it would be most advantageous from the standpoint of maximum potential attendance at such a conference (assuming that the conference itself is an attractive draw in its own right), that it be scheduled for the early autumn or early spring. December 16th falls too close to Christmas, and this fact alone tended to discourage a larger attendance. Our own conference was scheduled then because many of the moderators indicated this time was better for them than other times.

Secondly, a direct mailing of advertising and applications to potential attendees would undoubtedly be better than relying upon harried union and association presidents. Advertising of this kind may be expensive but is well-worth it.

THESE ARE EXAMPLES OF WHAT TWO STATES AND THREE AFT LOCALS—ONE LARGE, ONE MEDIUM, ONE SMALL—ARE DOING.

WHAT WILL *YOUR* STATE AND LOCAL FEDERATION DO IN 1973-74?